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ABSTRACT

A study was undertaken of the patterns of governance and coordination of higher education in six states: Alabama, Florida, Georgia, Michigan, Mississippi, and New Jersey. The purpose of the study was to develop an overview of the variety of methods used and to draw analyses of commonalities and differences among them. While the trend has been toward coordination of some type at the state level, the individual states reflect a continuum of levels and degrees of control, from an advisory agency to a governing superboard with systemwide policymaking powers. A primary commonality is the degree to which state boards are representative of the general public. The legal origin of the boards may affect their permanence in governmental relationships, but their responsibility regarding budgets is similar. The boards studied have varying relationships with the two-year colleges and are of widely varying sizes. Not all state boards are also 1202 Commissions. It is concluded that the twentieth-century phenomenon of governance and coordination does not follow any definite, common pattern of organization, structure, or function. Rather, each state has evolved a system reflecting the education, political, and economic climate of the state. (MSE)

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GOVERNANCE AND COORDINATION OF HIGHER EDUCATION IN SIX STATES: A COMPARATIVE ANALYSIS

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CONTENTS

INTRODUCTION

PART I: ALABAMA..... by J. Rodney Taylor

PART II: FLORIDA..... by All Contributors

PART III: GEORGIA..... by Harold D. Harden

PART IV: MICHIGAN..... by Mike Iannone

PART V: MISSISSIPPI..... by Jerry Norris

PART VI: NEW JERSEY..... by John C. Gainey

COMPARATIVE ANALYSIS

BIBLIOGRAPHY

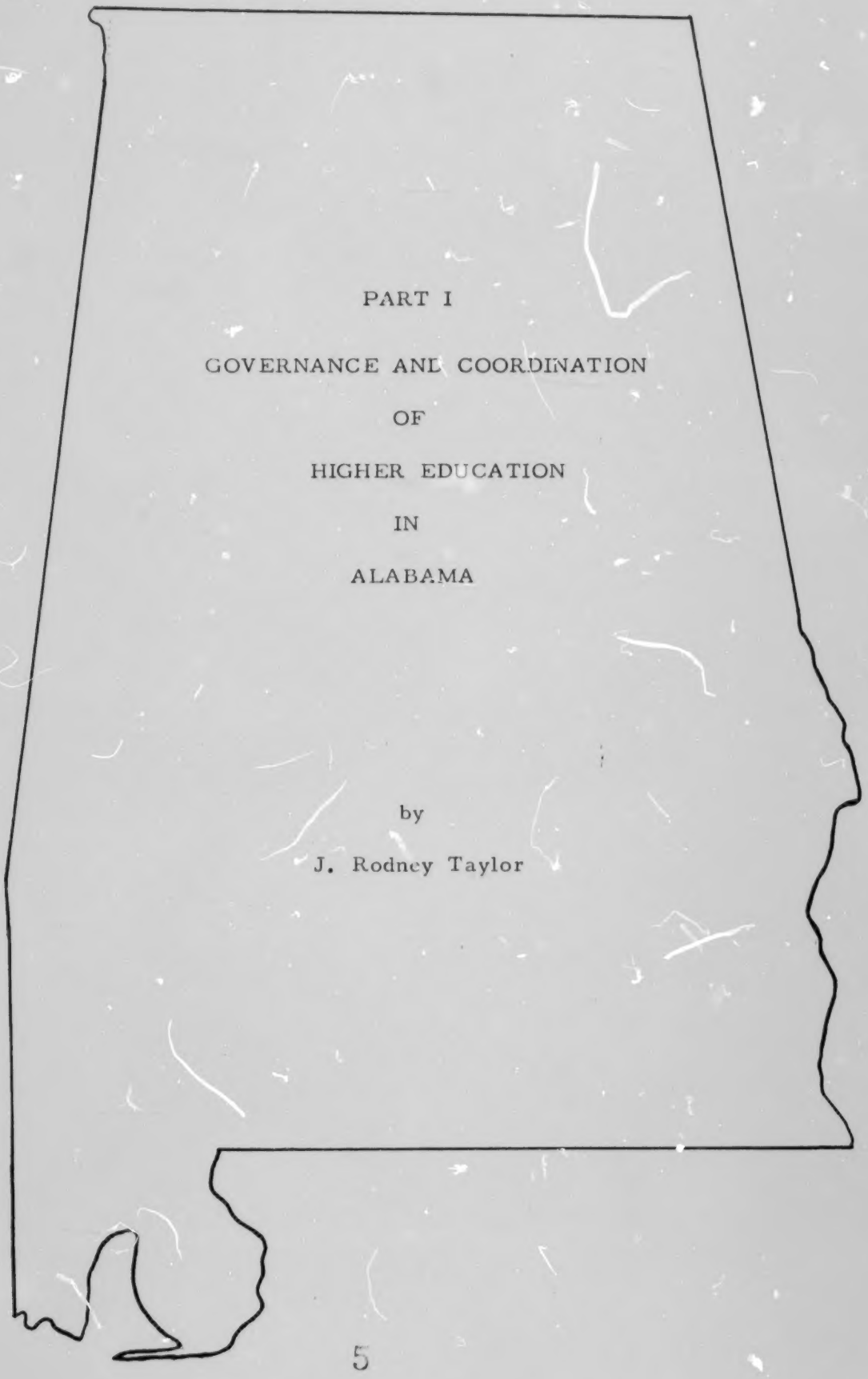
INTRODUCTION

This study was undertaken as a learning project for novices in the field of coordination and control of higher education.

Statewide planning for, and coordination of, post-secondary education of all types are relatively recent and rapidly developing phenomena. This has come about as a result of numerous interrelated factors. A major impetus has come from the very large growth in both the numbers of students and the numbers of higher education institutions since World War II. Another important determinant has been the increased federal interest and participation in higher education, and the concomitant push for organization and planning at the state level.

While the trend has been toward coordination of some type at the state level, the individual states reflect a continuum of levels and degrees of control, from no state agency or only a voluntary association, to a governing "superboard" with systemwide policy making powers.

This study has selected five states which are broadly representative of the types of coordination and governance, and Florida, the state in which the study was completed, for the purpose of developing an overview of the variety of methods used, and of drawing analyses of commonalities and differences.



PART I

GOVERNANCE AND COORDINATION OF HIGHER EDUCATION IN ALABAMA

by

J. Rodney Taylor

COORDINATION OF HIGHER EDUCATION IN ALABAMA

by J. Rodney Taylor

Historical Perspective

Rudiments of a state university system in the State of Alabama can be found as early as 1819, when a committee was appointed to select a site for a university. Though it was not opened until 1831, the university was, nevertheless, incorporated in 1820.[1] The state floundered educationally until 1854, when the office of state superintendent was established by legislative act. And it was not until a new Constitution was adopted in 1875 that a centralized state school system became a reality.[2]

Prior to the Civil War, only one public institution of higher education existed in Alabama -- The University of Alabama.[3] However, with the end of the Civil War came far-reaching educational changes in the state. To meet the growing needs of the state -- both technical and agricultural -- Auburn University was established as a land grant college in 1872. This was followed by the founding of several normal schools including Florence, 1872; Jacksonville and Livingston, 1883; and Troy, 1887.[4] In order to provide educational opportunities for the recently freed negro, the state established Alabama Agricultural and Mechanical College in 1873 and Alabama State University in 1874.[5]

In 1900, following the establishment of most of the present institutions of higher education in Alabama, as well as the adoption

of a new state Constitution in 1875, the ground was laid for the building process of the twentieth century to begin. Realizing that more widespread development was necessary to meet the growing demands for higher education within the state, in 1963, a system of junior colleges was established. The state already had founded a small number of technical institutes and by 1963, eleven of these were operative. However, the founding of the junior colleges was a move to augment these schools. Beginning operation in 1965, the junior college system today has developed into a system of 20 institutions supplementing the opportunities provided currently by 28 technical colleges and schools throughout the state.[6]

The technical institutes, offering an array of occupational and vocational programs, and the junior colleges, offering university parallel programs for students wishing to transfer to senior institutions, were placed under the State Board of Education. This Board, composed of eight members elected by the people of Alabama is responsible not only for public elementary and secondary education, but also for the government of the junior colleges, the technical institutes, and the recently acquired Athens State College.[7] The Governor serves ex officio on the Board and functions as its president. The State Superintendent of Education, who until 1969 was elected, serves as secretary and executive officer. In 1969, a constitutional amendment was ratified providing for the appointment of the State

Superintendent by the State Board of Education.[8]

1969 was a busy year. For in that year, Act 14, Special Session of the Legislature, the Alabama Commission on Higher Education was established. The purpose in establishing this Commission was to "insure that the State's system of higher education would provide the highest possible quality of collegiate and university education to all persons in the State able and willing to profit from it."[9] And so was initiated a coordinating function for higher education in Alabama. However, with the change from a narrow consideration of "higher education" to "postsecondary education" that function has now developed to include the coordination of all postsecondary education within the State.[10]

In order to respond adequately to the need for orderly planning in postsecondary education, as well as the pressure from federal legislation, the Alabama Postsecondary 1202 Commission was established in 1974. With a membership of nine appointed by the Governor,[11] this Commission is responsible for receiving grants under Section 1203 of Public Law 92-318 to

> enable it to expand the scope of the studies and planning required in Title X through comprehensive inventories of, and studies with respect to, all public and private postsecondary educational resources in the State, including planning necessary for such resources to be better coordinated, improved, expanded, or altered so that all persons within the State who desire and who can benefit from, postsecondary education may have the opportunity to do so.[12]

This Commission and its relationship with the Alabama Com-

mission on Higher Education is quite important for the membership of the "1202" Commission is representative of every major sector of postsecondary education -- public and private non-profit and proprietary institutions of postsecondary education in the State including community colleges, junior colleges, postsecondary vocational schools, area vocational schools, technical institutes, and four-year institutions of higher education.

Alabama Commission on Higher Education

The Alabama Commission on Higher Education was created by the Legislature of the State by Act 14, Special Session, 1969, and signed into law in May, 1969. An initial appropriation of $90,000 for the fiscal year beginning October 1, 1969, was provided.[13] The general purpose clause of the Act states:

> To establish the Alabama Commission on Higher Education for the general purpose of promoting an educational system that will provide the highest possible quality of collegiate and university education to all persons in the State able and willing to profit from it; to provide through the Commission for continuous study, analyses, evaluation, planning, reporting and recommendations for long-range planning with established priorities on a statewide basis to assume a sound, vigorous, progressive and coordinated system of higher education for this State.[14]

The Commission consists of nine members appointed by the Governor and confirmed by the Senate of the State. One member must be appointed from each congressional district (eight members) and one member is appointed from the State at large. The members

of the Commission, who serve nine year terms, must be citizens of the State of Alabama. However, no member may be on the governing boards, be employed by or directly connected with any institution of higher education in the State, the State Department of Education, or any county or local Board of Education.[15] The Commission serves strictly in an advisory capacity to the Governor and the Legislature in all matters pertaining to state funds for the operation of state-supported institutions of higher education as well as the allocation of funds for capital improvements.[16]

Although the powers and duties of the Commission are rather detailed, three important functions have been singled out as major responsibilities:

(1) The Commission is responsible for designing and establishing a State University and College Information System to provide comprehensive, meaningful, and timely information pertinent to the formulation of decisions and recommendations by the Commission.

(2) The Commission is authorized to review periodically all existing programs of institutional research and public service funded by state appropriations at the State Universities and Colleges and to share with the appropriate governing board, through the president of the institution, its recommendations.

(3) The governing boards of the public institutions of higher education must submit to the Commission through their appropriate

administrative officers, its budget proposals for the operation and capital needs of the institution under its governance and supervision.[17]

In addition to these specific responsibilities, the Commission is authorized by the Act to exercise the following powers and duties:

(a) To make surveys and evaluations of higher education for the purpose of providing appropriate information to carry out its powers and duties.

(b) To recommend to the Legislature of the State the enactment of such legislation as it deems necessary or desirable to insure the highest quality of education in the State.

(c) To advise and counsel the Governor.

(d) To establish definitions of a junior college, a senior college, and a university and university system.

(e) To develop and publish criteria which the Legislature may use as a basis (1) for changing the classification of any public institution of higher education and (2) determining the need for new public junior colleges, public senior colleges, universities or university system.

(f) To provide studies outlining the role and scope of each public institution of higher education in Alabama and to recommend changes in the role and scope of these institutions, if necessary.

(g) To receive applications from institutions regarding changes in role and scope and to make recommendations to the Legislature.

(h) To make continuing studies of the financial needs of public higher education.

(i) To submit to the Legislature and the Governor a written report of the Commission's activities during the year.

(j) To make rules and regulations for its meetings.

(k) Tc encourage the establishment of consortia for the advancement of higher education in the State.

(l) To conduct a program of public information to inform the citizens of the State of matters of importance to higher education in Alabama.[18]

The Alabama Commission on Higher Education is organized as a coordinating agency with advisory powers. It is headed by an Executive Director who coordinates the efforts of three major staff members (see figure 1.). One is an Assistant to the Executive Director, while the remaining two staff members are Associate Executive Directors. Each of these Associates has specific responsibilities either in academic or financial affairs. Because of the large quantity of statistical information which is required, the financial affairs Associate is assisted by a systems analyst and a statistician. Further, the Commission utilizes interns from various universities to provide staff assistance for special projects.

ACHE Relationships

The decade of the 1960's was characterized by the most rapid

and far-reaching changes in higher education in the State's history. A comparison of organization in 1960 with 1970 will reveal a number of these changes.

In 1960, the Board of Trustees of The University of Alabama, Auburn University, and Alabama College reported directly to the Legislature or the Governor. The State Board of Education, with its elected Superintendent, reported to the Governor and was responsible for the government of six institutions of higher education.

The Board of The University of Alabama consisted of ten elected members; the Board of Auburn, ten members appointed by the Governor; and the Board of Alabama College, eleven members appointed by the Governor. In each case, the Governor and Superintendent of Education served ex officio.[19]

The Board of The University of Alabama reported only to the Legislature. In the case of Auburn University, the Board reported both to the Governor who made the appointments and the Legislature who confirmed the appointments. The Board of Alabama College in Montevallo reported only to the Governor. With this structure, then, fully operative "governing boards" functioned for higher education in Alabama in 1960 (see figure 2.).[20]

The picture had changed considerably by 1970. For the Legislature had inserted the Alabama Commission on Higher Education into the organization to provide for the coordination of higher education within the State. Although the Board of The University of

Alabama continued as an elected Board, and the Board of Auburn University continued to be appointed by the Governor and confirmed by the Senate, many changes were evident in the new structure of 1979 (see figure 3.).[21] Alabama College had received university status in 1969, but its Board continued to function as it had previously. However, the several institutions which had been placed under the State Board of Education in 1960 no longer were in governmental responsibility. In 1970, the State Board of Education continued to be responsible for Alabama State College, Alabama A & M University, and the Junior Colleges of the State. In 1977 (see figure 4.), Alabama State and Alabama A & M now have separate Boards as with the other universities of the State, but the State Board continues to be responsible for the junior colleges, the 28 technical institutes, and Athens State College, an insolvent private institution recently purchased by the State of Alabama and operated as an upper-level institution.[22]

A quick glance at the organizational chart, however, will reveal the importance with which the Legislature views the Alabama Commission on Higher Education. For the law requires that the Commission be consulted on all activities of a postsecondary nature.

The Alabama Commission on Higher Education has other relational responsibilities. For although it is responsible for the coordination of all state-supported postsecondary education in Alabama,

it must not function without a general cognizance of the entire educational spectrum of the State. In order to maintain the most effective and efficient use of the State's resources, the Commission must function with an "awareness and an appreciation of the role and contribution of the private institutions."[23] The importance of this function is emphasized by the appropriations of State funds to private institutions within the State. Four private institutions -- Tuskegee Institute, Walker Junior College, Talladega College, and Marion Military Institute -- receive funds annually appropriated by the State Legislature. These appropriations are rooted in the principles of equal educational opportunity as well as politics and pride.[24]

Proprietary institutions play an important role in the spectrum of postsecondary education in Alabama. Therefore, if coordination of postsecondary education in Alabama is to be most effective, the planning process must include the proprietary institutions where educational programs in some instances are similar to the offerings of the public institutions.[25]

The Commission has several Councils which have been established to assist the Commission in the accomplishment of its purposes (see figure 5.).[26] Each Council functions cooperatively under the supervision of the Commission to aid in the most effective coordination of postsecondary education within the entire State.

FOOTNOTES ON ALABAMA

[1]Ellwood P. Cubberley, Public Education in the United States, Boston: Houghton Mifflin Company, 1934, p. 116.

[2]Ibid., p. 418.

[3]_____, Planning Document Number One for the System of Higher Education in Alabama, Montgomery: Alabama Commission on Higher Education, September, 1975, p. 8.

[4]Ibid., p. 4.

[5]Ibid., p. 10.

[6]Ibid., p. 19.

[7]J. L. Zwingle and Mable E. Rogers, State Boards Responsible for Higher Education, Washington: Government Printing Office, 1970, p. 16.

[8]Sam P. Harris, "State Departments of Education, State Boards of Education and Chief State School Officers -- Including Reference to Legally Created Statewide Coordinating Agencies for Higher Education," Washington: Office of Education, 1973, ED 072 556, p. 131.

[9]Planning Document, op. cit., p. v.

[10]_____, "Report and Recommendations of the Committee to Evaluate the Effectiveness of the Alabama Commission on Higher Education," April, 1975, p. 31.

[11]_____, "State Postsecondary Education Profiles Handbook," Denver: Education Commission of the States, April, 1976, ED 129 130, p. 9.

[12]Harry T. McKinney, "Section 1202 and Statewide Planning for Public Community and Junior Colleges: The New Reality," Battle Creek: Kellogg Foundation, June, 1974, ED 093 405, pp. 16-17.

[13]Committee to Evaluate, op. cit., p. 27.

[14]Ibid., p. 53.

[15]Robert L. Williams, "Legal Bases of Boards of Higher Education in Fifty States," Chicago: Council of State Governments, September, 1971, ED 057 726, p. 17.

[16] Ibid.

[17] Committee to Evaluate, op. cit., pp. 56-58.

[18] Ibid., pp. 58-60.

[19] S. V. Martorana and Ernest V. Hollis, State Boards Responsible for Higher Education, Washington: Government Printing Office, 1960, pp. 58-60.

[20] Ibid.

[21] Zwingle and Rogers, op. cit., p. 17.

[22] Ibid., pp. 11-13.

[23] Planning Document, op. cit., p. 60.

[24] From a telephone interview with Dr. Frank Brown, Associate Executive Director, Alabama Commission on Higher Education, May 31, 1977.

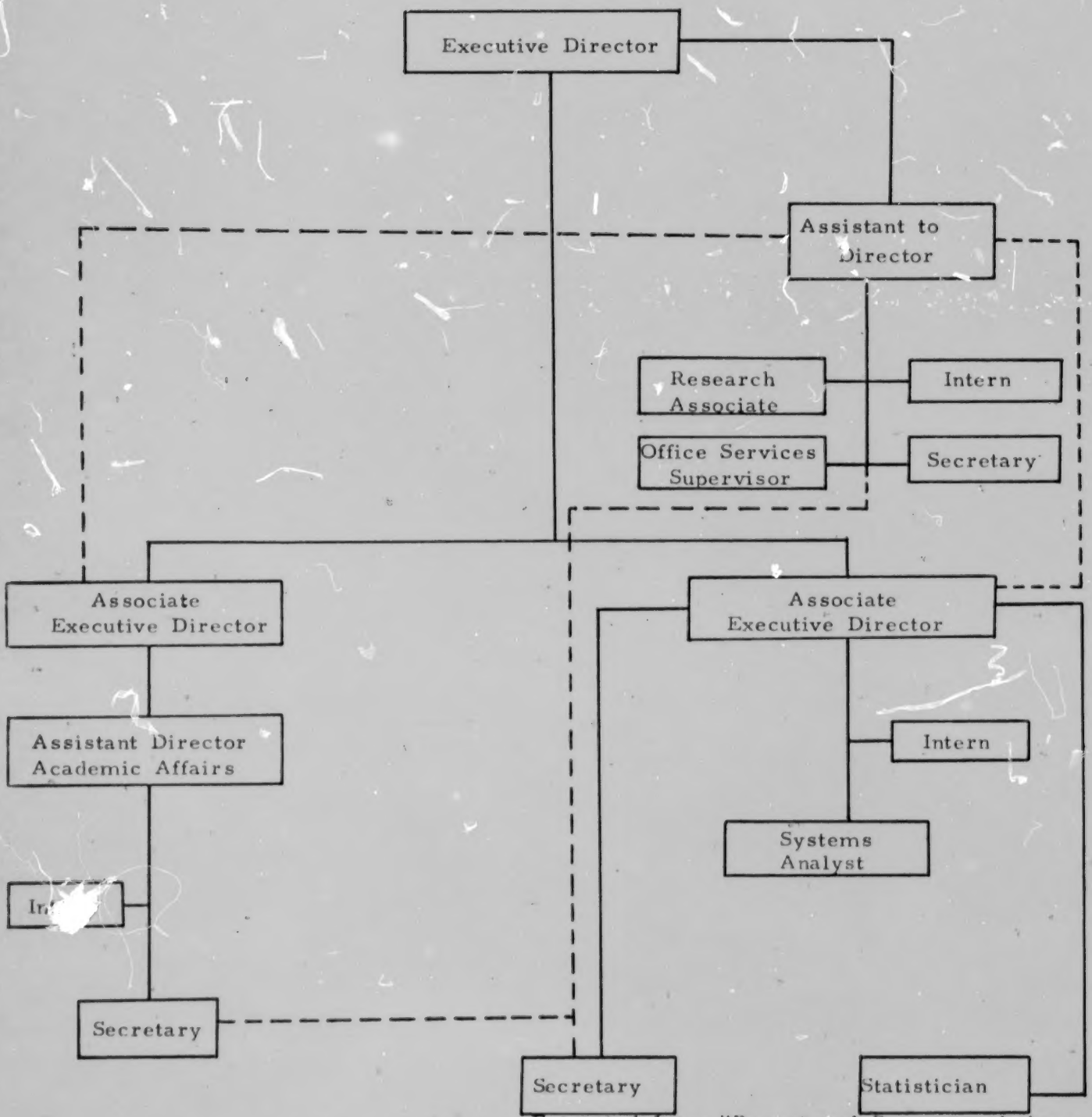
[25] Planning Document, op. cit., p. 62.

[26] Ibid., p. 83.

Figure 1

ALABAMA COMMISSION ON HIGHER EDUCATION

Staff Organization Chart

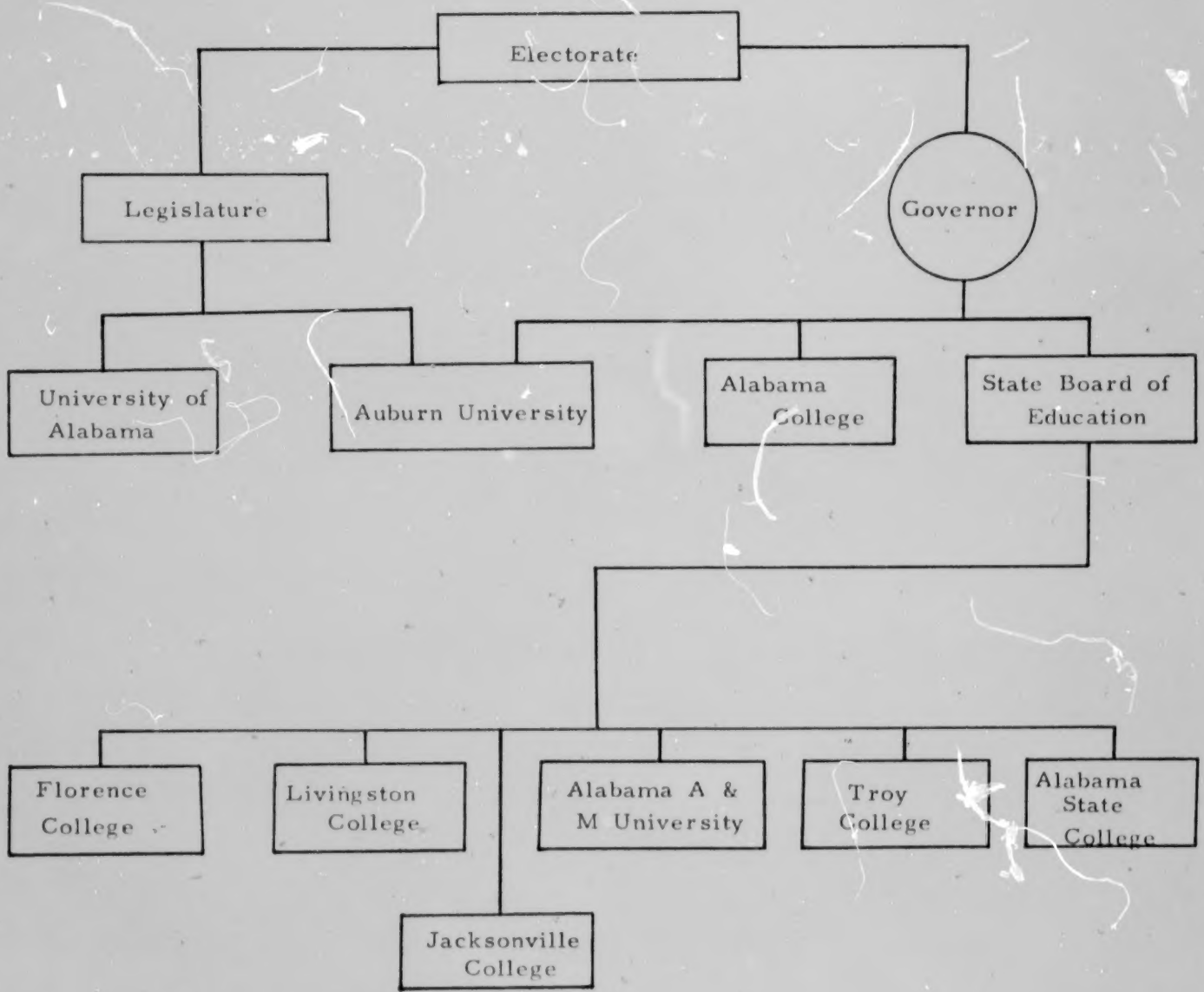


Extracted from "Report and Recommendations of the Committee to Evaluate the Effectiveness of the Alabama Commission on Higher Education."

Figure 2

ORGANIZATION OF HIGHER EDUCATION

1960

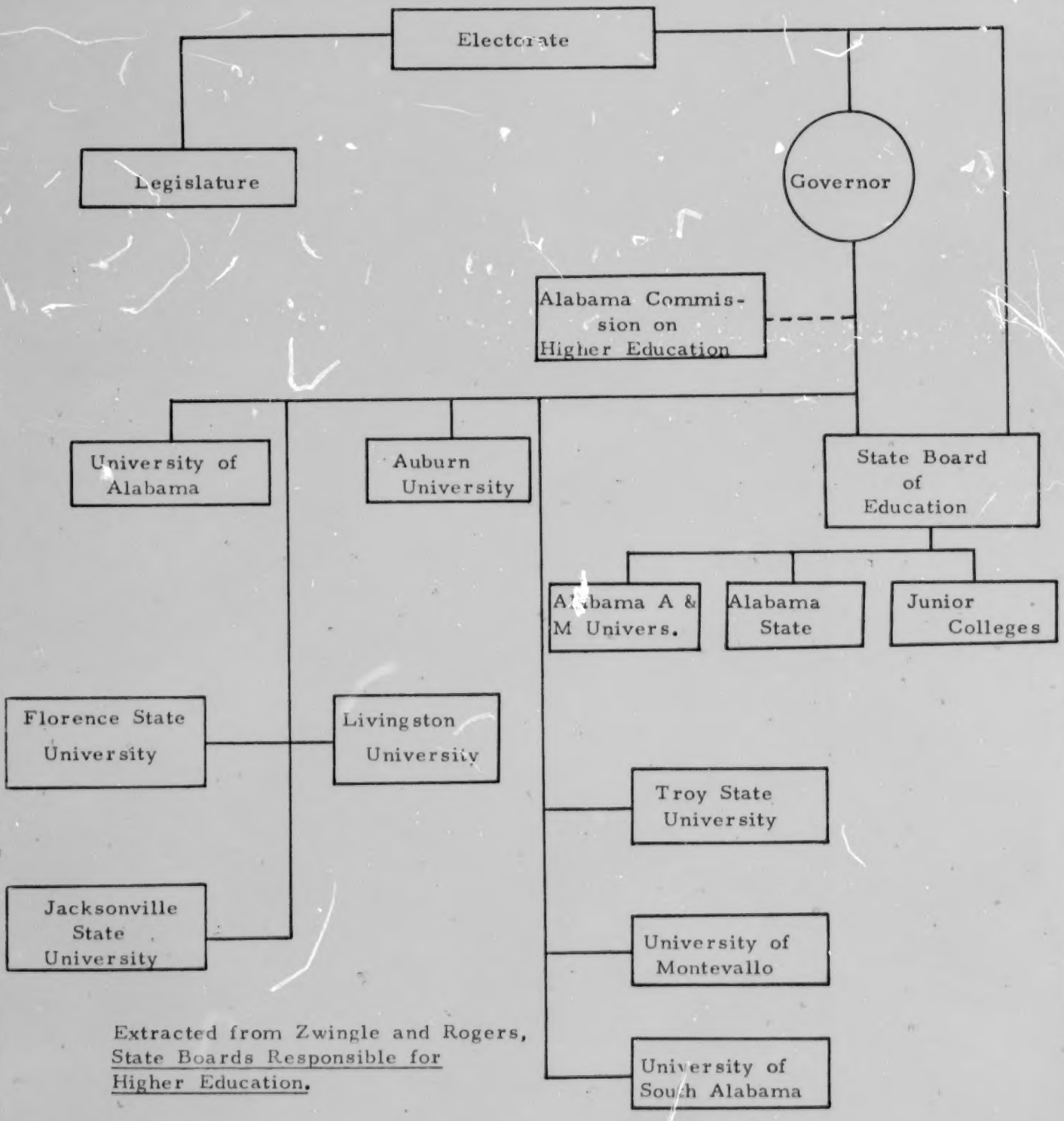


Extracted from Martorana and Hollis, State Boards Responsible for Higher Education.

Figure 3

ORGANIZATION OF HIGHER EDUCATION

1970

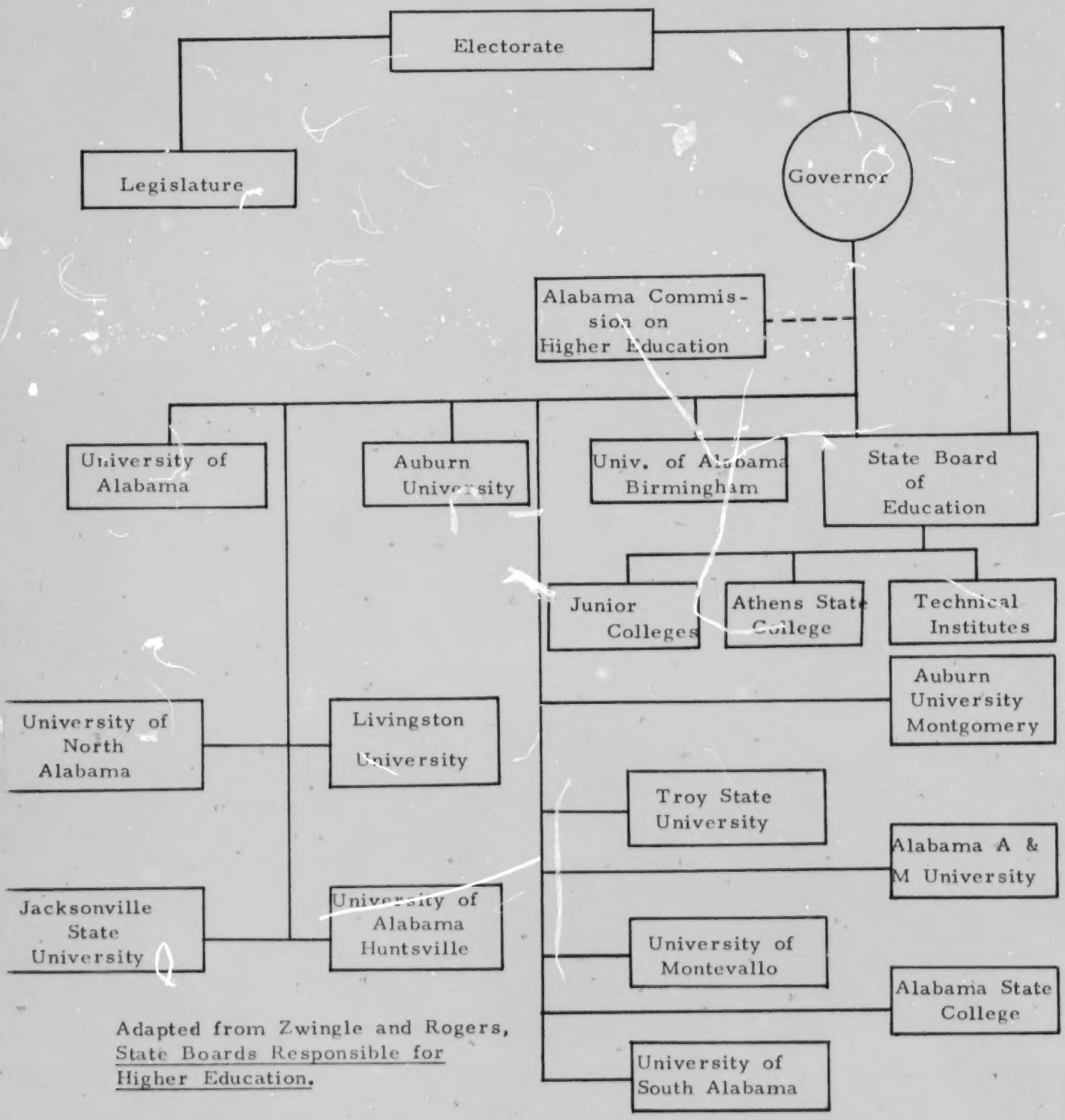


Extracted from Zwingle and Rogers, State Boards Responsible for Higher Education.

Figure 4

ORGANIZATION OF HIGHER EDUCATION

1977



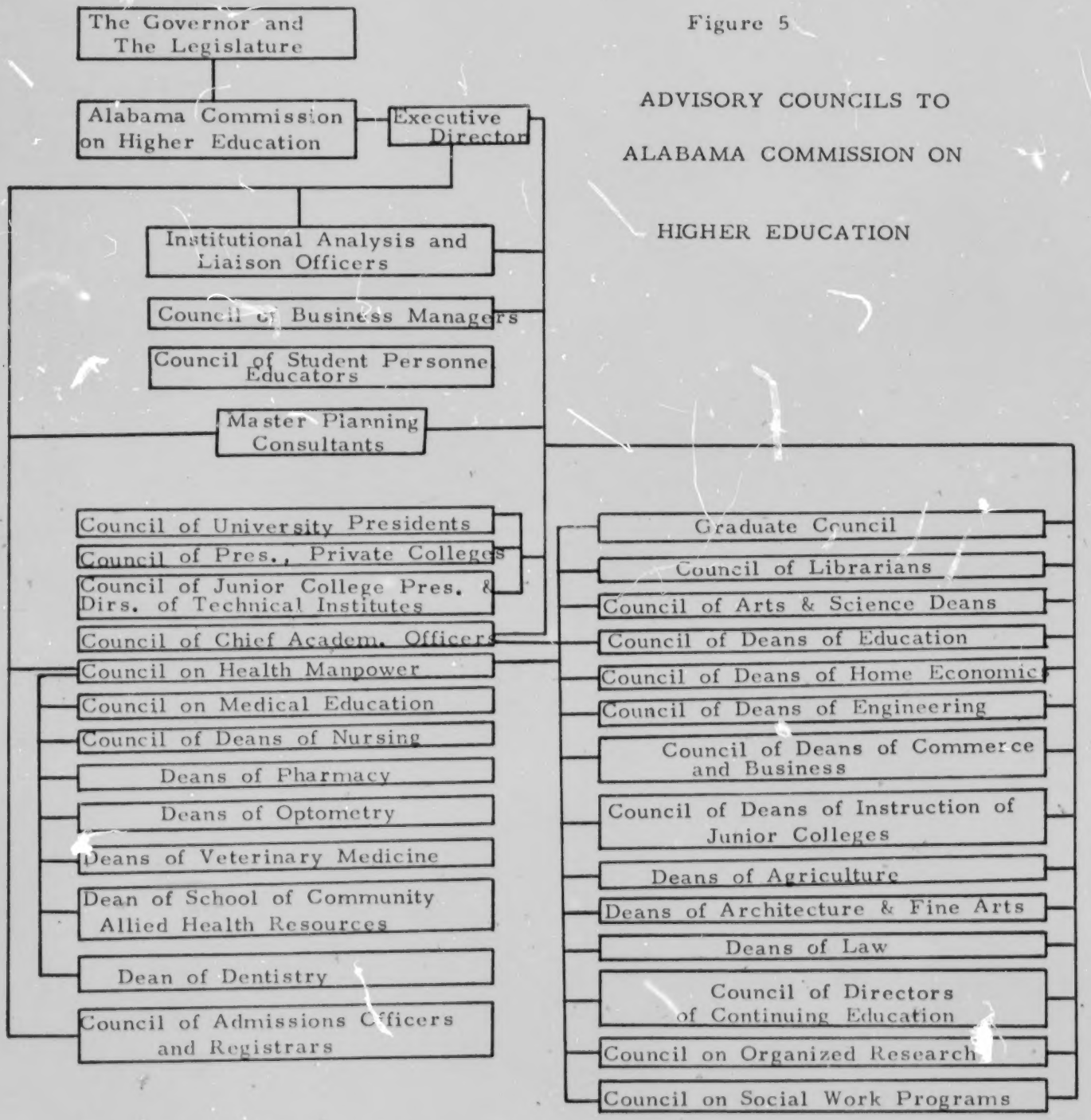
Adapted from Zwingle and Rogers, State Boards Responsible for Higher Education.

Figure 5

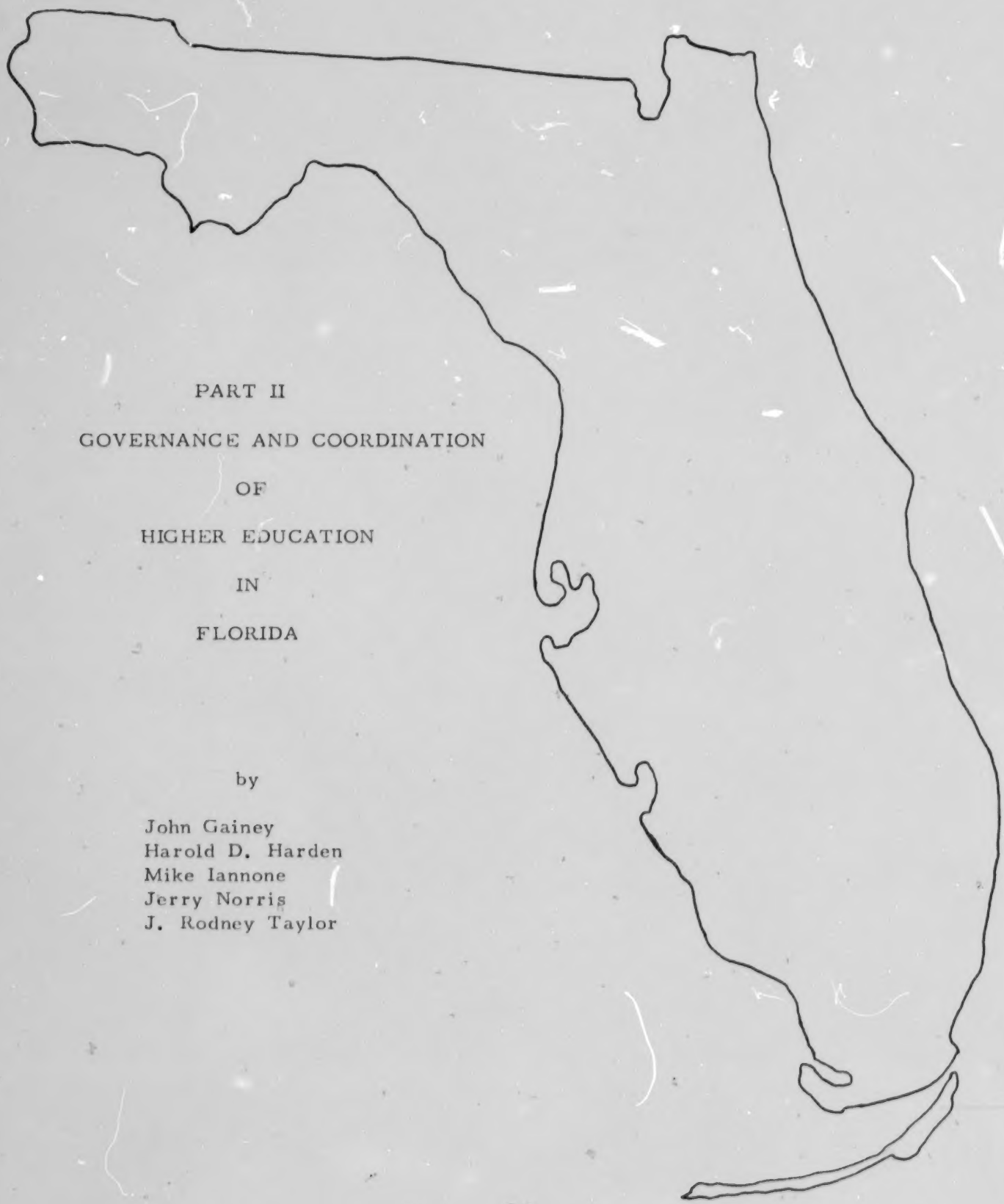
ADVISORY COUNCILS TO

ALABAMA COMMISSION ON

HIGHER EDUCATION


The Governor and The Legislature
Alabama Commission on Higher Education
Executive Director
Institutional Analysis and Liaison Officers
Council of Business Managers
Council of Student Personnel Educators
Master Planning Consultants
Council of University Presidents
Council of Pres., Private Colleges
Council of Junior College Pres. & Dirs. of Technical Institutes
Council of Chief Academ. Officers
Council on Health Manpower
Council on Medical Education
Council of Deans of Nursing
Deans of Pharmacy
Deans of Optometry
Deans of Veterinary Medicine
Dean of School of Community Allied Health Resources
Dean of Dentistry
Council of Admissions Officers and Registrars
Graduate Council
Council of Librarians
Council of Arts & Science Deans
Council of Deans of Education
Council of Deans of Home Economics
Council of Deans of Engineering
Council of Deans of Commerce and Business
Council of Deans of Instruction of Junior Colleges
Deans of Agriculture
Deans of Architecture & Fine Arts
Deans of Law
Council of Directors of Continuing Education
Council on Organized Research
Council on Social Work Programs

Extracted from 'Report and Recommendations of the Committee to Evaluate the Effectiveness of the Alabama Commission on Higher Education."



PART II

GOVERNANCE AND COORDINATION OF HIGHER EDUCATION IN FLORIDA

by

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GOVERNANCE AND COORDINATION OF HIGHER EDUCATION IN FLORIDA

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Education in Florida has received the support of the state government since the state was admitted to the Union in 1845. The original Constitution directed that all lands provided by the Congress to the state for the support of education should be forever devoted for that purpose. Florida, including the more than 20 million acres of swampland, has received more than 21,900,000 acres. This amount exceeds the amount received by any other state.[1]

Progress in education in Florida was disrupted by the Civil War, but in 1868, the Constitution provided for a free state school system. The Board of Education was created; the Governor was ex officio. The State Superintendent was appointed by the Governor and the Legislature was instructed to provide, in addition to the common school system, a university. In 1885, another Constitution was adopted which required separate instruction for the white and black populations. The Constitution also provided that the State Superintendent be elected rather than appointed; that the Legislature establish one or two normal schools; and that the Governor be made ex officio member of the State

Board of Education. The State Board was given the additional power to supervise the schools of the higher grades.[2]

David Spence Hill reports that the United States Office of Education in 1934 listed three state institutions -- The Florida State College for Women at Tallahassee, The Florida Agricultural and Mechanical College for Negroes, also at Tallahassee, and the University of Florida at Gainesville.[3] Support for the programs at the College for Women was mainly from legislative appropriations, student fees, and gifts; at the University of Florida, mainly from the proceeds of land-grants and federal subsidies. Support was also received from legislative appropriations and student fees. Florida Agricultural and Mechanical College received its support from legislative appropriations, federal subsidies under the Morrill, Nelson, and Smith-Hughes Acts, from student fees and gifts, departmental earnings, and miscellaneous sources.[4]

Statewide planning and coordination and control of higher education in Florida dates from 1905 when the Legislature, in an attempt to remove the existing rivalry among the institutions, the duplication of effort, and unsystematic expenditures, passed the Buckman Act. One provision of this Act "created and provided for the composition, organization, responsibilities, prerogatives and duties of a Board of Control of the State Institutions of Higher Learning, as a body corporate."[5]

The membership of the Board of Control was increased from the original five members to seven; the members continued to be appointed by the Governor. One member was appointed from each of the six congressional districts as the districts were organized on January 1, 1951, and one member was appointed from the State at large. No member could be appointed from a county in which an institution under the control of the Board was located.[6]

The Board of Control had no jurisdiction over the junior colleges and even though given jurisdiction over and complete management and control of the higher institutions, it remained subject to the supervision of the State Board of Education. Brumbaugh reports that by agreement between the Board of Control and the State Board of Education, the Board of Control exercised final jurisdiction except in matters relating to the qualifications and selection of chief administrative officers, establishment of new institutions, admission of students, and types of educational programs to be provided.[7]

Although statewide planning, coordination, and control in Florida date from 1905, the functions of the Board of Control from 1905 until 1947 (when the three state institutions became coeducational) focused more on coordination and control than on planning. Brumbaugh concludes that this condition existed as a result of the relatively small need for statewide planning; each institution served its own clientele.[8] After 1947, the need for statewide planning and coordination increased

and changes were required to accommodate the increased need.

Major changes in the governance and administration of the State University System took place in 1965 as Florida sought to meet problems of growth and complexity in public higher education. The changes were the most far-reaching since the system was established in 1905. The Board of Control which had served as the governing Board for the state universities since 1905 was succeeded on January 1, 1965, by the Florida Board of Regents under authority of a 1963 law and a constitutional amendment adopted by the people in November, 1964.[9]

The governing-coordinating Board of Regents has jurisdiction to govern, regulate, coordinate, and oversee the institutions in the State University System. The Board, by statute, is primarily a policy-making Board, establishing the policies of the university system by rules and regulations, and delegating sufficient authority, both to the Chancellor of the System and the presidents of the universities, so that they shall be fully responsible for the management of the system and of the respective universities. The Board has the authority to appoint and remove the Chancellor and the presidents of the universities and to set their compensation and other conditions of employment. The Board has the authority to provide for the appointment, employment, and removal of other than career service personnel of the Chancellor's Office and the state universities, and for their compensation and other conditions of employment. Authority for general policy determination

also encompasses budget approval, program endorsement, financing of current operations, and financing of physical facilities.[10]

Specific powers and duties of the Board of Regents are as follows:

1. Maintain long-range plans for the development and expansion of the State University System, including the definition of the role and character of each of the universities.

2. Confirm appointments, upon recommendation by the president and review by the chancellor, of vice presidents, academic deans, and policy level positions reporting directly to the president.

3. Approve the establishment and disestablishment of any university-administered on and off-campus academic teaching and research units such as colleges, schools, divisions, departments, centers, institutes, and programs.

4. Allocate funds available to the Board among the universities on the basis of need, except as otherwise provided by law.

5. Inform the Legislature and the people of the higher educational needs of Florida and encourage adequate support for the State University System.

6. Visit each institution under its jurisdiction at least once each year.

7. With the concurrence of the State Board of Education establish, locate, and name new institutions or branches of institutions in the State University System, the establishment of which has been authorized by the Legislature.

8. See that all unreasonable duplication among the institutions in the System be avoided and as the State Board of Education has directed carry forward the operation of the State University System as a coordinated unit in providing high quality programs for meeting the educational needs of the citizens of Florida.[11]

The Board consists of nine members appointed by the Governor, approved by three members of the State Cabinet, and confirmed by the Senate. The members are appointed for nine year terms. All actions of the Board of Regents are subject to the final approval of the State Board of Education, composed of the Governor and elected Cabinet members.[12]

The State Board of Education of Florida consists of seven ex officio members: The Governor, the Secretary of State, the Attorney General, the State Treasurer, the Commissioner of Education, the State Comptroller, and the Commissioner of Agriculture. The Board, as chief policy-making and coordinating body of public education in Florida, has the general powers to determine, adopt, or prescribe such policies, rules, regulations, and standards as are required by law or as it may find necessary for the improvement of the State system of public education. Although the Board technically has supervisory power over the Florida Board of Regents and could be classified as a supervisory board, it is a governing-coordinating board because of its responsibilities for the Junior Colleges. Twenty-eight district boards of trustees have direct control of the twenty-eight community and junior colleges. The State Junior College Advisory Council, an agency of the State Department of Education, cooperates with these district boards of trustees.[13]

Although the universities and junior colleges are governed by

separate boards, an articulation agreement provides for the admission of junior college graduates into the junior level of academics of the universities. Thus, the total higher educational needs are met through cooperation.

FOOTNOTES ON FLORIDA

[1]David Spence Hill, Control of Tax-Supported Higher Education in the United States (New York: The Carnegie Foundation for the Advancement of Teaching, 1934), pp. 92-93. This work was used extensively in developing the brief early history of higher education in Florida. Cited hereafter as Hill, Control.

[2]Constitution of Florida, Article XII, Sections 1, 2, and 3. Cited in Hill, Control.

[3]Hill, Control, p. 93.

[4]Ibid., pp. 93-94.

[5]Membership of the Board was directed to include five citizens from east, south, west, middle, and middle-south Florida respectively. The citizens appointed must have been residents and citizens for at least ten years prior to appointment. They were appointed by the Governor who could remove any member for cause and fill vacancies which may occur. The Board of Control elected its own chairman; it was given jurisdiction over and complete management and control of the University of Florida, Florida State College for Women, Florida Agricultural and Mechanical College for Negroes, and the Institution for the Blind and Deaf. Hill, Control, p. 95.

[6]United States Department of Health, Education, and Welfare, State Boards Responsible for Higher Education, by S. V. Martorana and Ernest V. Hollis (Washington: Government Printing Office, 1960), p. 77. Cited hereafter as Martorana, State Boards.

[7]A. J. Brumbaugh, State-Wide Planning and Coordination of Higher Education (Atlanta: Southern Regional Educational Board, 1963), pp. 12-13. Martorana, State Boards, p. 77, reported the Board of Control was responsible for "the government and coordination of four public bachelor-degree-granting institutions; its authority for general policy determination encompasses budget approval, program endorsement, establishment of personnel policies, financing of current operations, and planning and financing of physical facilities." The institutions under the control of the Board of Regents (the Board which replaced the Board of Control in 1965) total nine. In addition to the three institutions cited were added two four-year or more institutions, the University of South Florida at Tampa and the Florida Technological University at Orlando, and four upper-level institutions

(junior, senior, and graduate level students). These institutions are the University of West Florida, Pensacola; the University of North Florida, Jacksonville; the Florida Atlantic University, Boca Raton; and the Florida International University, Miami. See figure 1 for a graphic display of the organizational structure in 1960 and figure 2 for the structure in 1970. (Institutional structure has not changed since 1970. Only the addition of one junior college has occurred during that time.)

[8]A. J. Brumbaugh and Myron R. Blee, Higher Education and Florida's Future (Gainesville: University of Florida Press, 1956), p. 39.

[9]State University System of Florida, Report of the Florida Board of Regents, 1964-1965, Tallahassee, Florida, 1965, p. 3.

[10]United States Department of Health, Education, and Welfare, State Boards Responsible for Higher Education, by J. L. Zwingle and Mable E. Rogers (Washington: Government Printing Office, 1970), pp. 39-40. Cited hereafter as Zwingle, State Boards.

[11]Department of Administration, State of Florida, Rules and Regulations of the State of Florida, Tallahassee, Florida, 1976, Section 6-C-1.03 Suppl. No. 69, p. 1.

[12]State University System of Florida, "Facts in Brief," Florida Board of Regents, Tallahassee, Florida, May, 1974, p. 6.

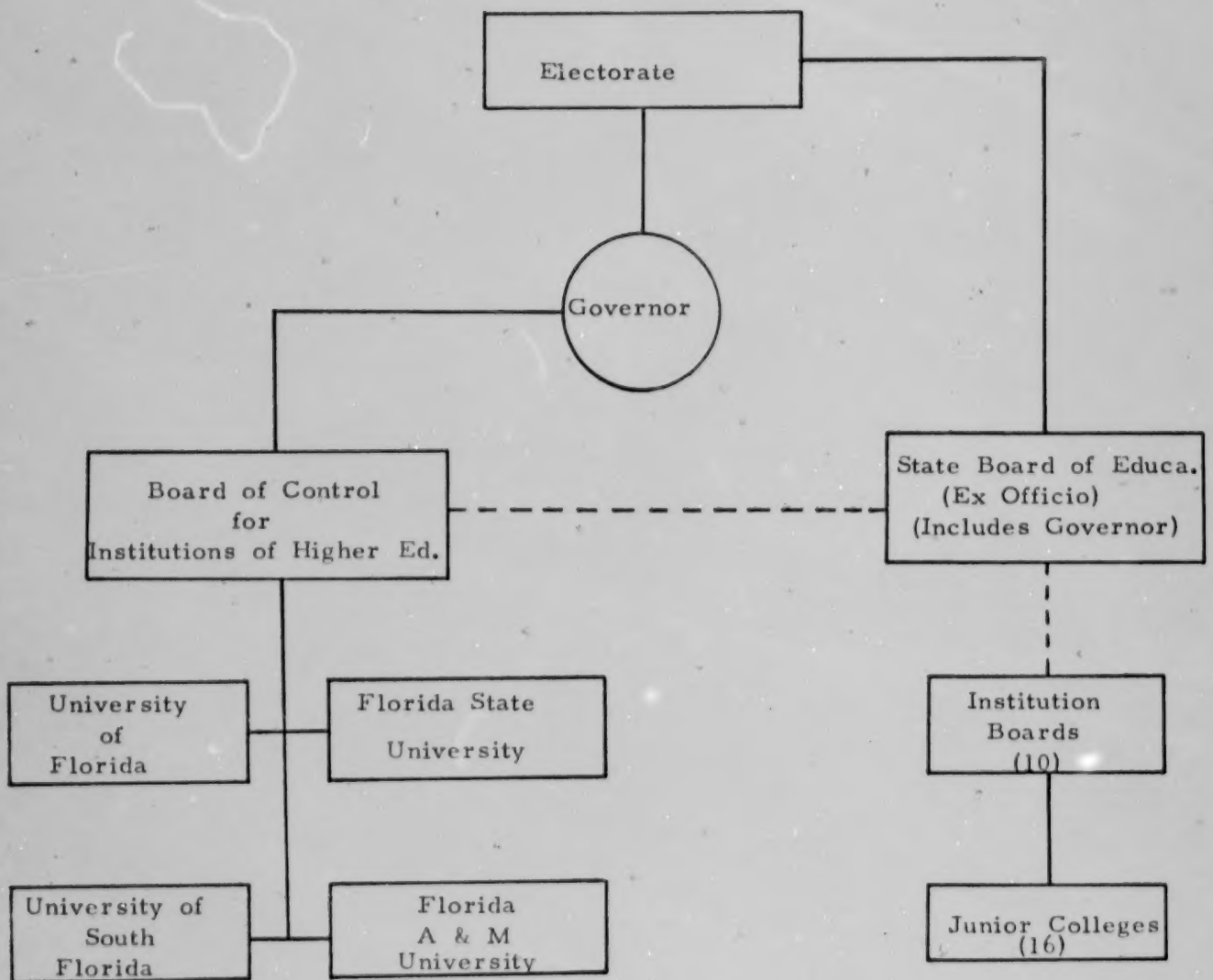
[13]Zwingle, State Boards, p. 40.

Figure 1

FLORIDA

Governance of Higher Education

1960



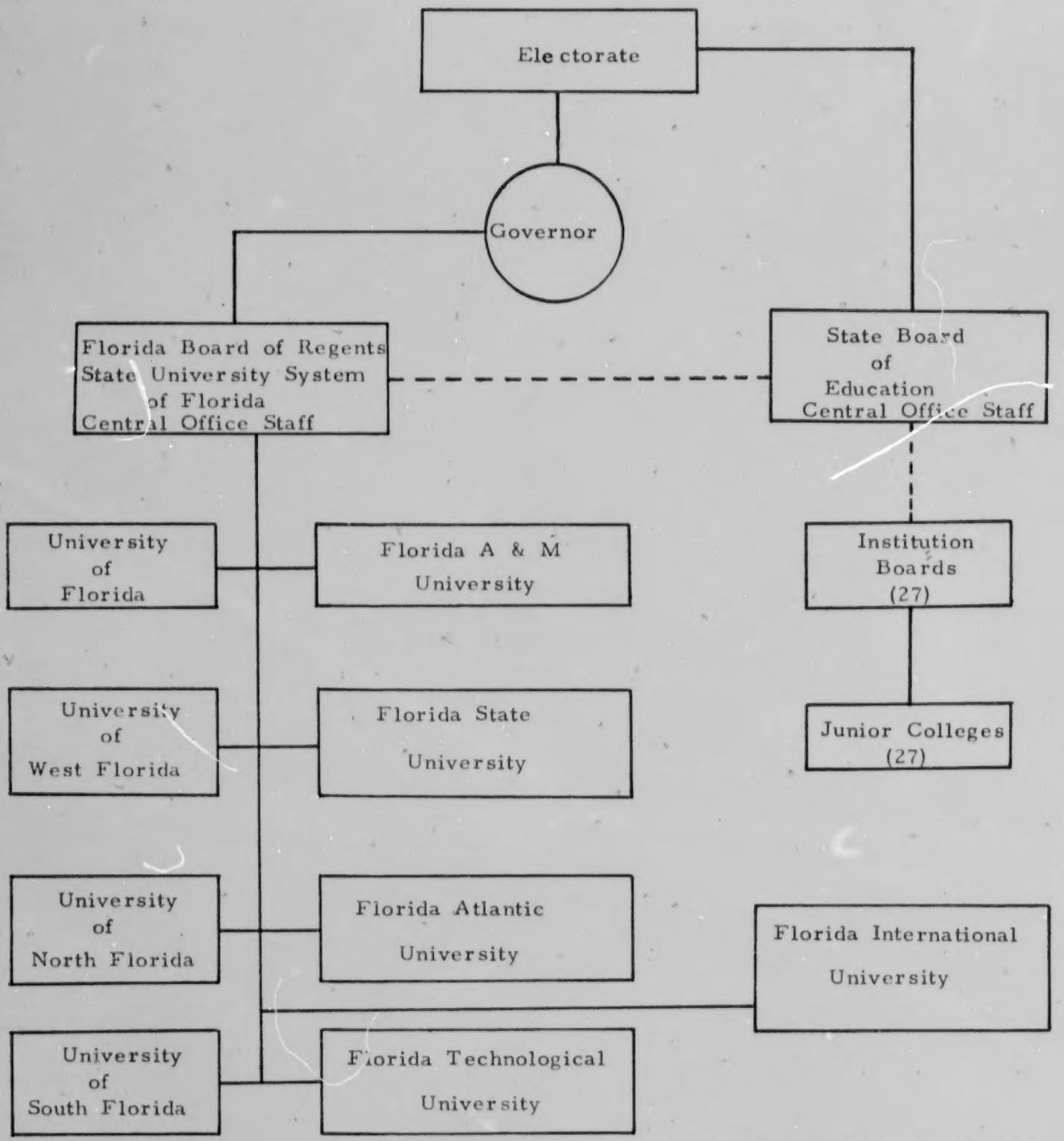
Extracted from Martorana and Hollis, State Boards Responsible for Higher Education.

Figure 2

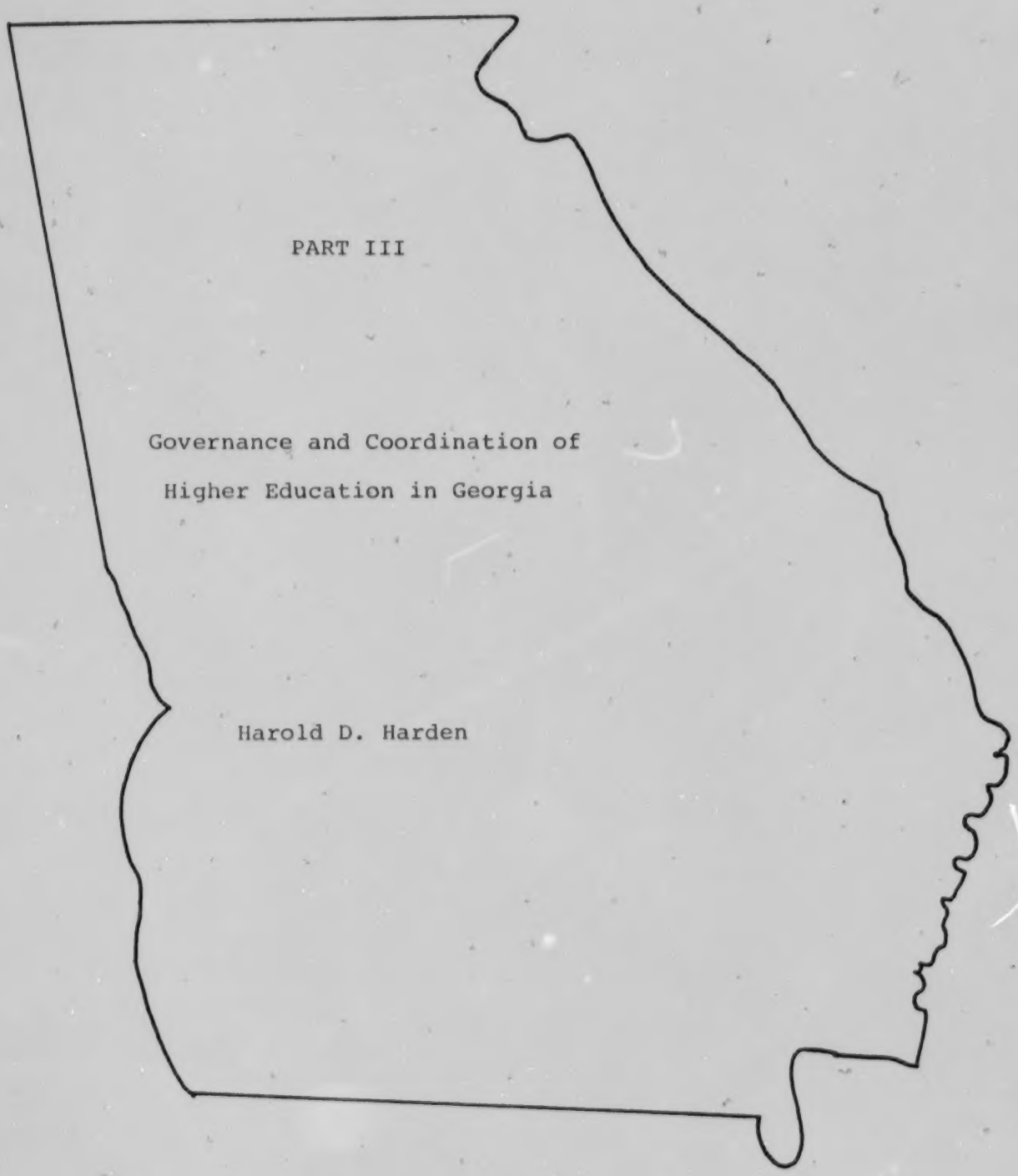
FLORIDA

Governance of Higher Education

1970



Extracted from Zwingle and Rogers, State Boards Responsible for Higher Education.



PART III

Governance and Coordination of Higher Education in Georgia

Harold D. Harden

TABLE OF CONTENTS

	Page
Introduction	ii
Narrative	1
Notes	7
Appendix A--Institutions in 1931	10
Appendix B--Institutional Structure, 1960	11
Appendix B--Institutional Structure, 1977	12

INTRODUCTION

In the State of Georgia, governance and coordination of the public institutions of higher education are the responsibilities of a constitutional body, the Board of Regents of the University System of Georgia. This survey was undertaken to provide a base for comparison of this system of governance and coordination with the systems in use in five other states* through a brief examination of the evolution of Georgia's system of governance to its present form, the structure of the University System, the specific responsibilities of the Board of Regents, and the relationships of the Board of Regents with other groups in Georgia who are involved in postsecondary education.

*The other states are Alabama, Florida, Michigan, Mississippi, and New Jersey.

Georgia, the last of the original thirteen colonies to be founded and the fourth state to enter the Union, occupies a land area of 58,073 square miles and boasts a population of 4,589,575. Georgia is the largest state in area of those east of the Mississippi River; its political subdivisions include 159 counties.

Higher education in Georgia, the subject of this survey, predates the Constitution. In 1874, the legislature set aside "forty thousand acres of land to be held as an endowment of a college or seminary of learning."[1] Subsequently, trustees were appointed and in the following year, a charter was granted for the University of Georgia, the oldest state University. The idea of complete unification of education under State control also antedates the Constitution; it was present in the original provision for the government of the University of Georgia.[2]

David Spence Hill relates that the legislature subsequently modified the plan of control; thus, the University long languished for support. Its continued existence depended on the support received from benefactions and from the small state appropriations. This condition existed until the State accepted in 1866 the stipulations of the Morrill Act of 1862.[3]

The educational system in Georgia continued to grow however, and in 1931, there were reported in the Educational

Directory of the United States Office of Education twenty-five institutions under State control. These twenty-five institutions were loosely articulated under the University of Georgia.[4]

The legislative provisions that were enacted during the years after the founding of the University of Georgia and until 1931 had also created a separate bo rd of control for each of the twenty-five institutions. Each institution, though a branch of the University, separately sought and was granted appropriations. The State was thus without an effective coordinating agency and the evils of sectional and institutional loyalties prevailed.[5]

In 1931, centralized control of all state-supported institutions of higher learning became a reality. The Act of 1931 placed the twenty-five branches of the University of Georgia under a newly created body to be known as the Regents of the University System of Georgia. This Board replaced the several boards of each of the schools, colleges, institutions, and stations; the several boards were abolished.[6]

The Act of 1931 provided that the Board of Regents be composed of eleven members who were appointed by the Governor and confirmed by the Senate. One member was to be appointed from each of the ten congressional districts. The Governor was designated ex officio member. Prohibited by the Act were persons serving as members of the Board of Regents who were at

the same time holding official positions with the University of Georgia or with any of its twenty-five branches. Also prohibited were persons being appointed to the Board who were employed by a school book publishing company. The Act also stipulated that no more than five members of the Board could be alumni of any one of the institutions.[7]

The Board of Regents was empowered to elect one of its members as Chairman and to elect a non-member as Secretary. The duties of the Secretary were to be defined by the Board; the Secretary would be full-time and would maintain his office in the Capitol. The Act of 1931 also abolished the Board of Visitors of the University of Georgia and empowered the Board of Regents with specified visitatorial powers.[8]

The governing powers conferred upon this newly created Board were immense. Authority was granted "to make rules and regulations; to appoint or to remove professors, officers, or employees; to establish schools of 'learning or art' that may be needed; and to exercise necessary powers not in conflict with statutes or the constitution."[9] The Legislature, in 1933, further increased the powers of the Board in the areas of unification, finance, and of naming institutions. Section 1 of the Laws of 1933 granted to the Board the authority to consolidate, suspend, and/or discontinue institutions, merge departments, inaugurate or discontinue courses, and abolish or add degrees. Section 2 provided that, whenever any changes

authorized in Section 1 were placed into effect, the Board of Regents was authorized to adjust budgets as necessary by reallocating the monies appropriated for the institutions effected. Section 3 provided authority for the Board to rename institutions.[10]

The legislative act was amended in 1937 and again in 1943. The latter amendment provided that the Board of Regents become a constitutional body. Berdahl relates that in Georgia as in Oklahoma, the only other state which has given constitutional status to the state coordinating agency, highly controversial political intervention had occurred. The states thus considered constitutional autonomy for the Boards of Regents which was linked with the power of lump sum appropriations to be at least a partial solution.[11]

Since 1943, the structure and responsibility of the Board of Regents has remained without amendment.[12] The membership of the Board is fifteen; one member from each of the State's ten congressional districts, and five from the State-at-large. Each member is appointed by the Governor and is confirmed by the Senate. The term of office is seven years and since 1948, each member has served approximately six years.[13] The officers of the Board are the Chairman and Vice Chairman. The Board also selects an Executive Secretary and Treasurer. The Chief Executive Officer of the University System of Georgia is the Chancellor who is also appointed by the Board. In 1975 there were twenty-six full-time professional

staff members and sixty-six full-time supporting staff members.[14]

Brumbaugh determined that the Board of Regents is in theory and in fact a governing-coordinating board and that its responsibilities are dual. It determines the higher educational needs of the state and the needs for additional institutions and facilities on the one hand, and on the other, it defends the institutions against unwarranted interference by the legislature, the governor, or special interest groups.[15]

Included among the current specific responsibilities of the Board of Regents are the approval of institutional budgets and the submission to the legislature of a consolidated budget for the state's higher education.[16] In addition, the Board allocates annually the funds to the various units of the system and supervises the fiscal management of the institutions. (Total appropriations allocated in 1973-74 exceeded 218 million dollars.)[17] The Board also establishes personnel policies governing both professional and non-professional appointments and provides general supervision for the use of physical facilities. The approval of plans for buildings and of plans for the establishment of new institutions and of branches of existing institutions are also responsibilities of the Board.[18] (See Appendix B for a chart of the institutional structure under the Board of Regents in 1960. For comparison, see Appendix C for a chart of the structure in 1977.)

The Board of Regents is also responsible for the approval of new programs and degrees and the allocations of programs and services among the higher institutions of the State. A major responsibility is the development of long-range plans to meet the future higher education needs.[19]

In summary, the Board of Regents has "statutory responsibility for the planning and coordination, institutional budget review including recommendations for a consolidated budget, allocation of funds, and program approval over the sixteen public junior colleges, twelve senior colleges, and four university level institutions."[20]

Georgia has a true, state-wide system of public higher education and Brumbaugh concludes that "on the whole the Board has discharged its reponsibility so effectively that there is no disposition on the part of the institutions, citizens, or the legislature to seek changes in its functions."[21]

NOTES

1. David Spence Hill, Control of Tax-Supported Higher Education in the United States (New York: The Carnegie Foundation for the Advancement of Teaching, 1934), p. 99. Cited hereafter as Hill, Control. This excellent summary of the development of higher education in the individual states until 1934 was used extensively in developing the early history of Georgia's system.

2. Charles Edgeworth Jones, Education in Georgia (Washington, D. C.: United States Bureau of Education, 1888), pp. 45-49. Cited in Hill, Control, p. 99. The State in the eleventh section of the charter expressly forbade the trustees to exclude any person from entering the University of Georgia because of religion.

3. Hill, Control, p. 99.

4. See Appendix A for a listing of these institutions.

5. Fred J. Kelly and John H. McNeely, The State and Higher Education, Phases of their Relationship (New York: The Carnegie Foundation for the Advancement of Teaching in cooperation with the United States Office of Education, 1933), p. 182. Cited in Hill, Control, p. 101.

6. Georgia Laws, 1931, Section 47, No. 298, pp. 20-21, and Section 68, p. 26.

7. Georgia Laws, 1931, Section 50, pp. 22-24.

8. Hill, Control, p. 103.

9. Georgia Laws, 1931, Section 61.

10. Georgia Laws, 1933, Sections 1, 2, and 3, pp. 61-62.

11. Robert O. Berdahl, Statewide Coordination of Higher Education (Washington, D. C.: American Council on Education, 1971), p. 23. Cited hereafter as Berdahl, Statewide Coordination. The Board of Regents is completely separated from both the legislative and executive branches. Board members, although appointed by the governor and confirmed by the senate are responsible to no one. Nancy Lewis of the Atlanta Journal, cited in State Legislation Affecting Higher Education in the South, 1975, Report Number 1 (Atlanta: Southern Regional Education Board), p. 57. ERIC ED 112 727. Berdahl suggests that the separation may not

be as complete as it appears since the Board of Regents has found it prudent in the past to pay careful attention to gubernatorial preferences for new institutions. Since the particular governor in question had been a good friend fiscally to higher education, refusal to cooperate would presumably have been awkward. Berdahl, Statewide Coordination, p. 142. The Board is subject to other influences. Building and revenue bonds for institutions of higher education are under the jurisdiction of the Georgia Education Authority. In addition, by the Act of 1937, the State Board of Education has the legal responsibility to prescribe requirements which the colleges and universities must meet for the conferring of degrees. The Board of Education has not yet however exercised this duty. United States Department of Health, Education, and Welfare, State Boards Responsible for Higher Education 1970 by J. L. Zwingle and Mabel E. Rogers (Washington, D. C.: Government Printing Office, 1972), p. 41. Cited hereafter as Zwingle, State Boards.

12. Higher Education in the States, Volume 4, Number 10, 1975, p. 300. Cited hereafter as Higher Education.

13. Zwingle, State Boards, p. 41.

14. Higher Education, p. 321.

15. A. J. Brumbaugh, State-Wide Planning and Coordination of Higher Education (Atlanta: Southern Regional Education Board, 1963), p. 12. Cited hereafter as Brumbaugh, State-Wide Planning. Berdahl, Statewide Coordination, p. 21, classifies the Board of Regents as consolidated governing. Zwingle, State Boards, p. 41, classifies the Board as governing-coordinating.

16. The Board of Regents governs four university-level institutions, twelve senior colleges, and sixteen junior colleges.

17. M. M. Chambers, Higher Education and State Governments, 1970-1975 (Danville, Illinois: The Interstate Printers and Publishers, 1974), p. 77. Cited hereafter as Chambers, Higher Education and State Governments.

18. The responsibilities of the Board of Regents were extracted from Brumbaugh, State-Wide Planning and from Higher Education; Brumbaugh from pages 11-12 and Higher Education from pages 308-309. Since 1960, the number of public junior colleges has doubled, from eight to sixteen. Four institutions which were two-year institutions in 1960 have been upgraded to four-year institutions. The number of four-year institutions thus increased

from eight to twelve. It is the policy of the Board to pay from state funds the operating expenses of the state junior colleges; however, the county, operating either alone or with other local subdivisions, is customarily required to provide without cost to the state the land and utilities for the initial site and two million dollars toward the financing of the physical plant. Chambers, Higher Education and State Governments, p. 78, considers the plan as very workable due to the large number of counties (159) and the sparse population and tax base in some counties. For the relationship of the Board of Regents' responsibility for junior colleges under the control of local operating authorities see the Junior College Act of 1958 as amended March 18, 1964 and March 23, 1970.

19. The Board of Regents do not seem averse to innovative arrangments to provide improved service by cooperative means through the facilities of two or more institutions and by instituting new services and degrees. Cited were the cooperative program which exists between Armstrong State College and Savannah State College, the upgrading of Georgia State College to Georgia State University with the responsibility to become a great urban university, and the upgrading of Southern Technical Institute from a two-year branch to a four-year branch with the authority to confer the Bachelor of Engineering Technology degree and with the addition of the curriculum in Fire Science Technology. Chambers, Higher Education and State Governments, p. 78, and Southern Technical Institute, Catalog, 1975-76, p. 11. Each institution operates on the quarter calendar.

20. State Postsecondary Education Profiles Handbook, Report Number 88 (Education Commission of the States, Denver, Colorado, April 1976, p. 44). ERIC ED 129 130. The Board of Regents responsibility is clearly in the public realm. The State of Georgia does not have a state office of Secretary of Education; the Regents do not function as a cabinet department and neither do they function as the 1202 Commission. The 1202 Commission has been designated by the governor with a membership of seventeen--five members representing the general public, three representing public institutions, two representing the private institutions, and one representing the proprietary institutions, and three representing each the vocational technical education and a category labeled other. The State Board of Education serves as the State Board of Vocational Education. The Association of Private Colleges and Universities serves as a state organization for twenty-five private institutions. The State Department of Education serves as the licensing and approval agency for private degree-granting institutions and vocational technical programs. Proprietary schools are licensed by the standards committee of the Department of Education.

21. Brumbaugh, State-Wide Planning, pp. 11-12.

APPENDIX A

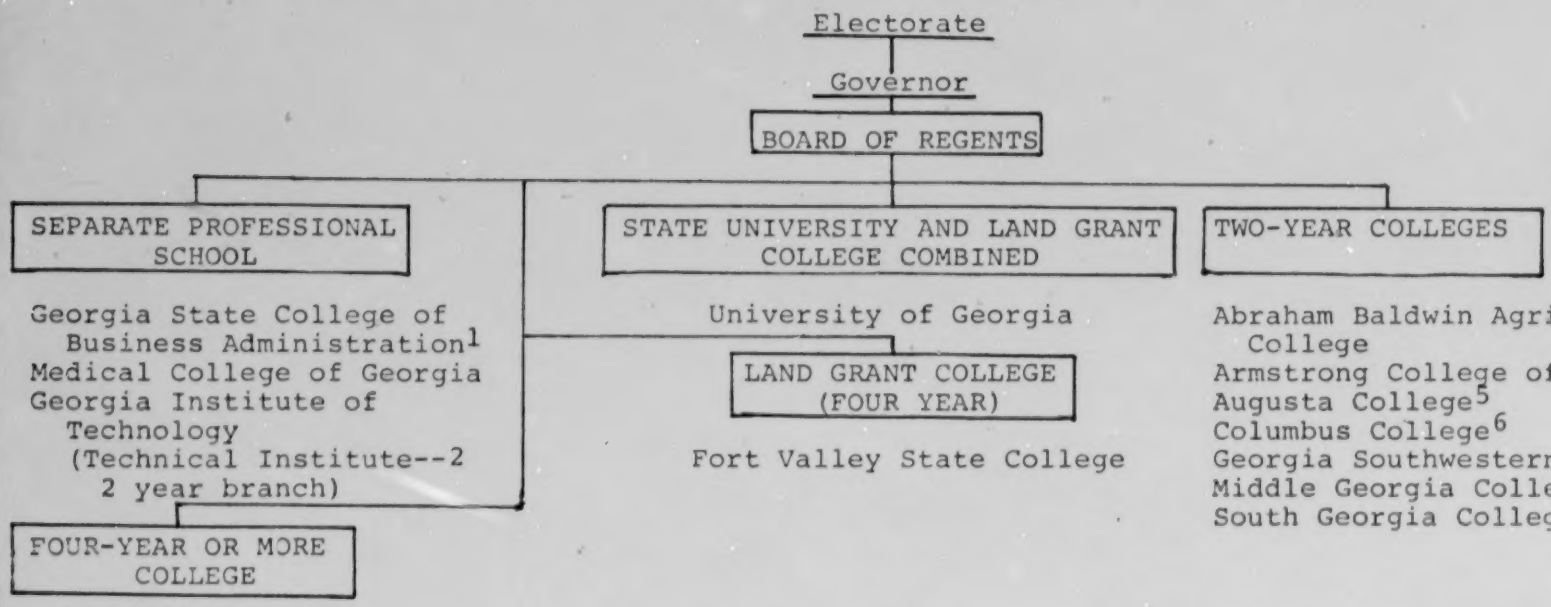
INSTITUTIONS IN 1931

School of Technology, Atlanta (Now Georgia Institute of Technology)
College of Agriculture, Athens (Merged with the University of Georgia)
South Georgia Teacher's College (Now Georgia Southern College)
Georgia State College for Men (Now Abraham Baldwin Agricultural College)
State Agricultural and Normal College (Now Georgia Southwestern College)
Fourth District A. & M. School (Now West Georgia College)
Georgia Vocational and Trade School, Monroe (No record could be located of its status; apparently closed)
Georgia Industrial College, Barnesville (Closed 1931)
Seventh District A. & M. School, Powder Springs (No record could be located of its status; apparently closed)
Eighth District A. & M. School, Madison (No record could be located of its status; apparently closed)
Ninth District A. & M. School, Clarkesville (No record could be located of its status; apparently closed)
Tenth District A. & M. School, Granite Hill (No record could be located of its status; apparently closed)
South Georgia State College, Douglas (Now South Georgia College)
Middle Georgia College, Cochran
Bowdon State Normal and Industrial College (Closed 1933)
Georgia State Women's College, Valdosta (Now Valdosta State College)
State Teacher's College, Athens (Merged with the University of Georgia)
State Medical College, Augusta (Now Medical College of Georgia)
North Georgia College, Dahlonega
School of Agriculture and Mechanical Arts, Forsyth (No record could be located of its status; apparently closed)
Georgia Industrial and Normal College, Albany (Now Albany State College)
Georgia Industrial and Normal College, Savannah (Now Savannah State College)
Georgia Experiment Station, Griffin
Coastal Plains Experiment Station, Tifton
The Georgia State College for Women, Milledgeville (Now Georgia College)

SOURCE: David Spence Hill, Control of Tax-Supported Higher Education in the United States (New York: The Carnegie Foundation for the Advancement of Teaching, 1934), pp. 101-102, and Report to the American Association of Collegiate Registrars and Admissions Officers on The Credit Given by Educational Institutions, by David L. Windsor, Editor (Washington, D. C.: American Association of Collegiate Registrars and Admissions Officers, One Dupont Circle, N.W., 1976), pp. 27-30.

APPENDIX B

INSTITUTIONAL STRUCTURE 1960

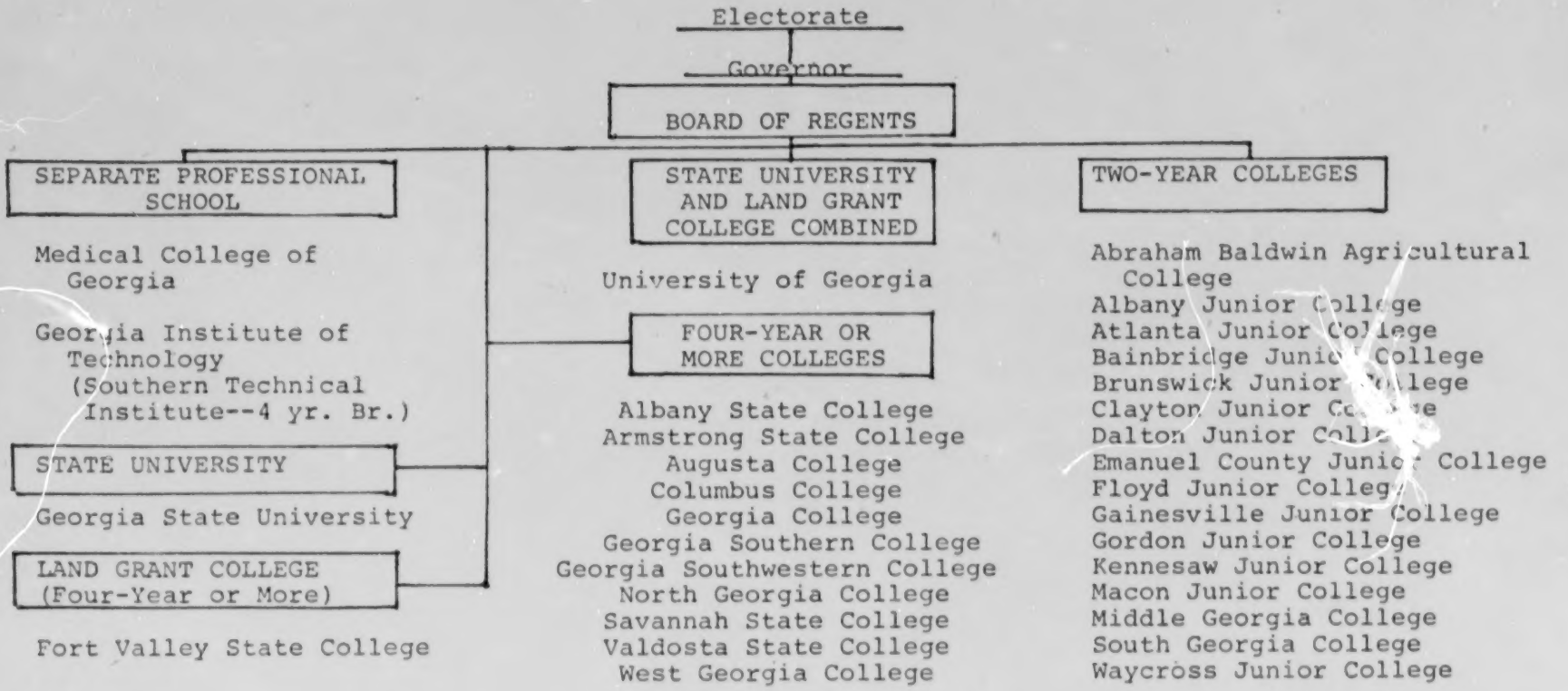


1. Now Georgia State University
2. Now Southern Technical Institute (four-year branch of Georgia Institute of Technology)
3. Now Georgia College
4. Now Armstrong State College (four-year or more)
5. Now four-year or more.
6. Now four-year or more.
7. Now four-year or more.
8. Now Georgia Southern College

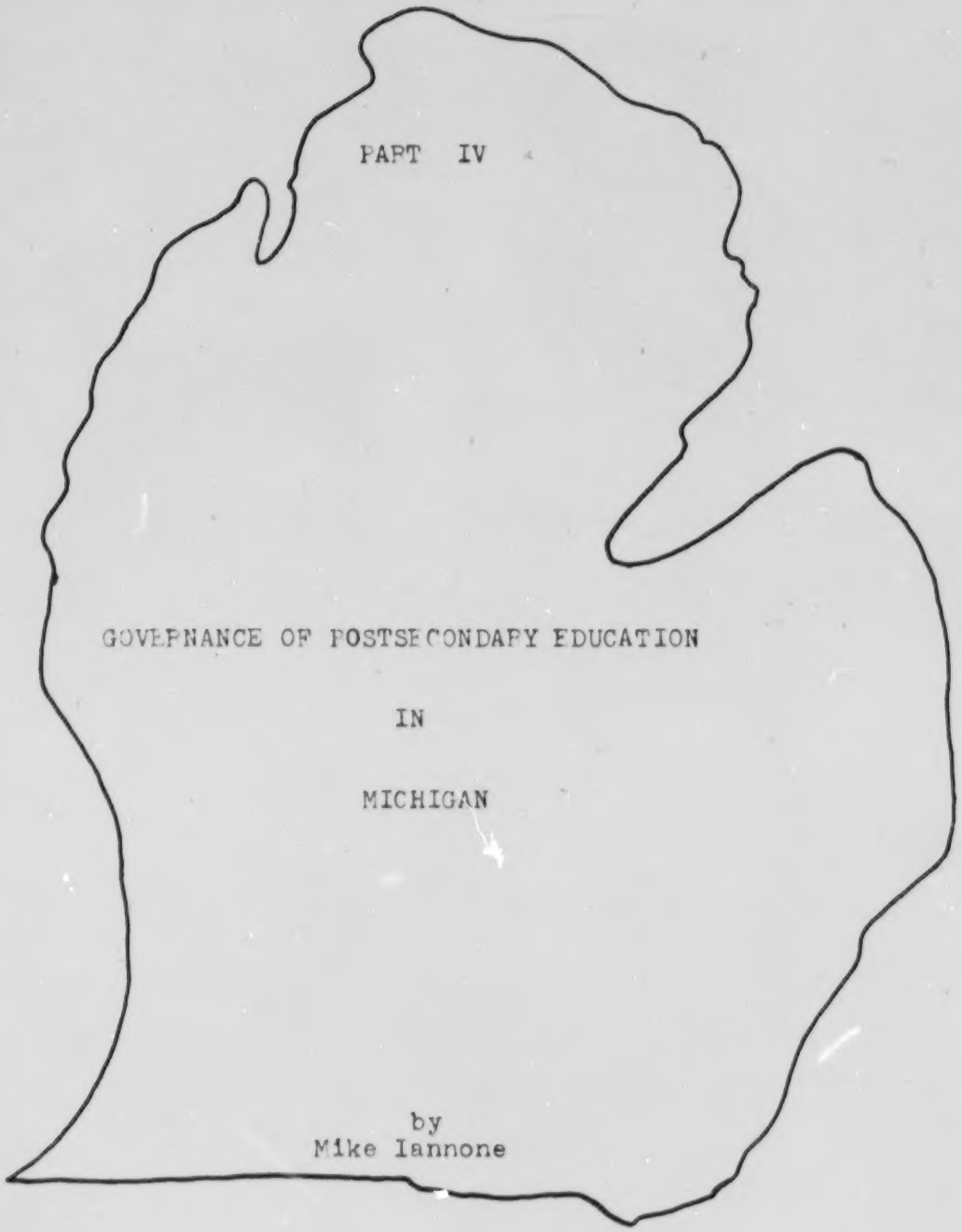
Source: United States Department of Health, Education, and Welfare, State Boards Responsible for Higher Education, by S. V. Martorana and Ernest V. Hollis (Washington, D. C.: Government Printing Office, 1960) and United States Department of Health, Education, and Welfare, Education Directory Colleges and Universities, by Arthur Podolsky and Carolyn R. Smith (Washington, D. C., Government Printing Office, 1977).

APPENDIX C

INSTITUTIONAL STRUCTURE 1977



Source: United States Department of Health, Education, and Welfare, State Boards Responsible for Higher Education 1970 by J. L. Zwingle and Mabel E. Rogers (Washington, D. C.: Government Printing Office, 1972) and United States Department of Health, Education, and Welfare, Education Directory Colleges and Universities by Arthur Podolsky and Carolyn R. Smith (Washington, D. C.: Government Printing Office, 1977).



PART IV

GOVERNANCE OF POSTSECONDARY EDUCATION

IN

MICHIGAN

by
Mike Iannone

THE GOVERNANCE OF POSTSECONDARY EDUCATION IN MICHIGAN

By Mike Iannone

Michigan may well be termed "the mother of constitutional autonomy for state universities" by virtue of the famed independence invested in the Regents of the University of Michigan at Ann Arbor by the constitution of 1850. Other investments of autonomy were bestowed on the Trustees of Michigan State University at East Lansing and Wayne State University in Detroit by constitutional amendments of 1909 and 1959. These being Michigan's three principal educational institutions.

The Michigan State Board of Education is legally designated the statewide coordinating board for higher education and for the elementary and secondary schools. The board was originally created by constitutional authority in 1852. In 1963 the state constitution created "the new State Board of Education".[1] In doing so it prescribed that the new board

> "shall serve as the general planning and coordinating body for all public education, including higher education, and shall advise the legislature as to the financial requirements in connection therewith."[2]

The authority of the state board continues in that it has responibility over providing leadership and general supervision over all public education, including adult education and instructional programs in public community colleges, but not in public baccalaureate institutions. The board also inherited by statute the authority for those

responsibilities for higher education formerly vested in the State Superintendent of public instruction and the former State Board of Education. The present board is classified as a coordinating board.

In 1960 Martorana pointed out that the then State Board of education consisted of four members. Three of these members were selected by the people at regular biennial spring elections. The State superintendent of Public Instruction was an an ex officio member.[3] Each member elected was to serve a six year term. The members could be reelected to successive terms and the terms were overlapping.

In 1970 we find this organizational structure had changed. Zwingle in his reexamination of the board reveals that the board is now comprised of eight members. Each prospective member must be nominated by party conventions and elected at large for eight year terms. The Governor has the authority to fill any vacancy by appointment for the unexpired term. The Governor is an ex officio member of the board without the right to vote.[4]

In changing the structure of Michigan's Coordinating Board the Superintendent of Public Instruction was removed as an ex officio member and replaced by the Governor. The influence of the Governor could have been a deciding factor in this change.

The new and the old board's authority for corporate status was derived from the constitution. The meetings were and are open to the public and usually held once a month. A quorum consists of a majority of the members.

The 1963 constitutionally created new board is now legally responsible for these specific duties:

> 1. serving as the general planning and coordinating body for all public education, 2. advising the legislature concerning the financial requirements in connection therewith, 3. providing leadership and supervision over community colleges with the aid of its advisory board for public community and junior colleges, 4. reviewing the operations of each private institution, in light of its charter, at least every three years, and 5. promoting cooperative relationships with the licensing and supervising agencies of the proprietary schools.[5]

An apparently concerned Governor William G. Milliken was quoted in 1973 as saying; "In a democracy the education of the citizenry is fundamentally a state responsibility, based upon the belief that society rather than the individual is the primary beneficiary of the value of education."[6] The success of his concern is the topic of another subject. But, one must keep in mind the highly respected and credible educational institutions that beem in the pride of the citizenry of Michigan. This respectability and credibility has apparently sailed on a stable keel over the years.

The historical evolution can capture one's interest. The state has an area of 57,980 square miles. It has a shoreline of 1,600 miles and is dotted with hundreds of small lakes and blessed with the Great Lakes.[7]

The Americans came into possession of the now Michigan country in 1796. What might stimulate the pulse of the modern educator is that the Indians in 1817 gave six sections of lands for educational purposes. Originally a part of the Northwest Territory, after the

successive occupations by the Indians, French, and English, Michigan was organized as a separate territory in 1805, and in 1837 was admitted to the Union under the terms of the Enabling Act of Congress passed in 1836. This act gave lands to the state, instead of to the inhabitants of townships, for educational purposes.[8]

Beginnings of school laws in Michigan are evident in various acts of territorial legislatures in the years 1809, 1817, 1821 and 1827. Michigan provided in 1829 for a State Superintendent of Common Schools, in 1836 for an appointive State Superintendent of Public Instruction, and the Constitution of 1835 made provision in considerable detail for a state school system. The State Superintendent of Public Instruction became elective in the Constitution of 1850.[9]

Congress granted Michigan nearly nine million acres of lands for various purposes and has designated the following specifically for the uses of education; University, 46,080 acres; Agricultural College, 240,000 acres and common schools, over one million acres.

The present structure of governance of the educational institutions in Michigan definitely displays the autonomy of its universities. Each major institution has its own governing board as well as ten other public 4-year institutions. The Michigan State Board for Public Community and Junior Colleges is an advisory board to the State Board of Education and advises the State board on general supervision and planning for such colleges and requests for annual appropriations for their support. The Board works with 29 existing junior and two-year community colleges in the State. Each of these is locally governed.[10]

THE UNIVERSITY OF MICHIGAN

The Regents of the University of Michigan was established in 1837 and received constitutional status in 1850. This status has been reaffirmed in the constitutions of 1908 and 1963. The Regents usually meet once a month and the meetings are open to the public. The board consists of eight members who are elected by the people at regular biennial spring elections. The president of the university serves as board chairman by constitutional provision and is an ex officio member. Each member is elected for an eight-year term and may be reelected.

It is interesting to note in examining the structure of the board prior to the 1963 constitution and how the constitution changed the board. Prior to the new constitution the board consisted of 10 members, eight of whom were elected by the people at regular biennial spring elections. The president of the university and the superintendent of public instruction were ex officio members with the right to speak but not to vote. The superintendent was dropped from the board in an apparent move away from superintendents participating in the university governance.

The board is responsible for the government of the university, which includes the main campus at Ann Arbor and branch campuses at Flint and Dearborn, Michigan; it has authority for general policy determination encompassing budget approval, program endorsement, establishment of personnel policies, financing of current operations, and planning and financing of physical facilities. It is classified as a multi-campus governing board.

The board participates in the coordinating and planning activities of the State Board of Education, and reports annually to the legislature on all income received and expenditures made by the university.

MICHIGAN STATE UNIVERSITY

An amendment to the State constitution in 1959, provided the Board of Trustees of Michigan State University to succeed the Michigan State Board of Agriculture, the governing board of the university which had been created by the State constitution in 1909. From 1861 to 1909 the board of agriculture was appointed by the Governor.

Eight members serve on the board and are elected by the people at regular biennial spring elections. The president is an ex officio member and serves as the presiding officer. Prior to 1963 constitution the Superintendent of public instruction served as an ex officio member. A quorum consists of four voting members. Members serve 8-year terms and may be reelected.

The Trustees are responsible for the governance of one institution. Authority for general policy determination encompasses budget approval, establishment of personnel policies, financing of current operations, and planning and financing of physical facilities. It is a governing board.

WAYNE STATE UNIVERSITY

In 1959 a constitutional amendment created the Board of Governors of Wayne State University. The Board consists of eight members elected

by the people for a term of eight years, with two members elected at each biennial election so that the terms are overlapping. Vacancies are filled by appointment of the Governor. The president is an ex officio member of the board and presides at its meetings. The superintendent of public instruction served as an ex officio member prior to the 1963 constitution.

OTHER UNIVERSITY BOARDS

Michigan Technological University (formerly the Michigan College of Mining Technology) is governed by the Board of Control created in 1885 by authority of State statutes.

The Board of Trustees of Central Michigan University was created by authority of the State constitution effective January, 1964.

The Board of Control of Eastern Michigan University was also created by the State constitution effective January, 1964.

The Board of Control of Ferris State College was created by the State Constitution effective January, 1964.

The Board of Control of Northern Michigan University was created by State constitution effective January, 1964.

The Board of Trustees, Grand Valley State College was created by State constitution effective January, 1964.

The Board of Control of Lake Superior State College was established in 1970 at which time the college became an autonomous institution. It was once a branch of Michigan Technological University.

The Board of Control of Oakland University was created by an act of the State legislature in 1970.

The Board of Trustees of Saginaw Valley College was created by legislative act in 1965 that transferred the private college to State college status.

Western Michigan University Board of Trustees was created by State constitution effective January, 1964.

Dr. Dan Holsenbeck, Vice-President of Auburn University, has been very vocal in his contention that positive interaction between the educational community and the legislature of a state must exist. He stated this interaction is best done by an "information specialist" who professionally provides clear channels of communications between the two bodies.[11] The state legislature is an external influence that has as its base of power that ever needed funding.

Dr. Louis W. Bender stipulated there is a need for faculty and other members of the educational community to provide input into the political process. He was negative toward professional educators seeking political office, but keenly aware of the need for positive interaction between the academic and legislative worlds.[12] The State of Michigan has apparently recognized this need in having the governance changed in the 1963 constitution.

In summary Michigan's institutional governing boards within the state include: ten boards of control or trustees of four-year public colleges and universities, each responsible for a single institution, the Board of Regents of the University of Michigan, and its two branches; and the Board of Governors of Wayne State University and the Board of Trustees of Michigan State University.

A complete inventory of all academic programs at state colleges and universities, community colleges and nonpublic institutions was completed in 1975. A state plan for higher education was approved in 1969 and is currently being reviewed for possible revision. The Governor has designated the State Board of Education as the 1202 commission of the state.

MICHIGAN

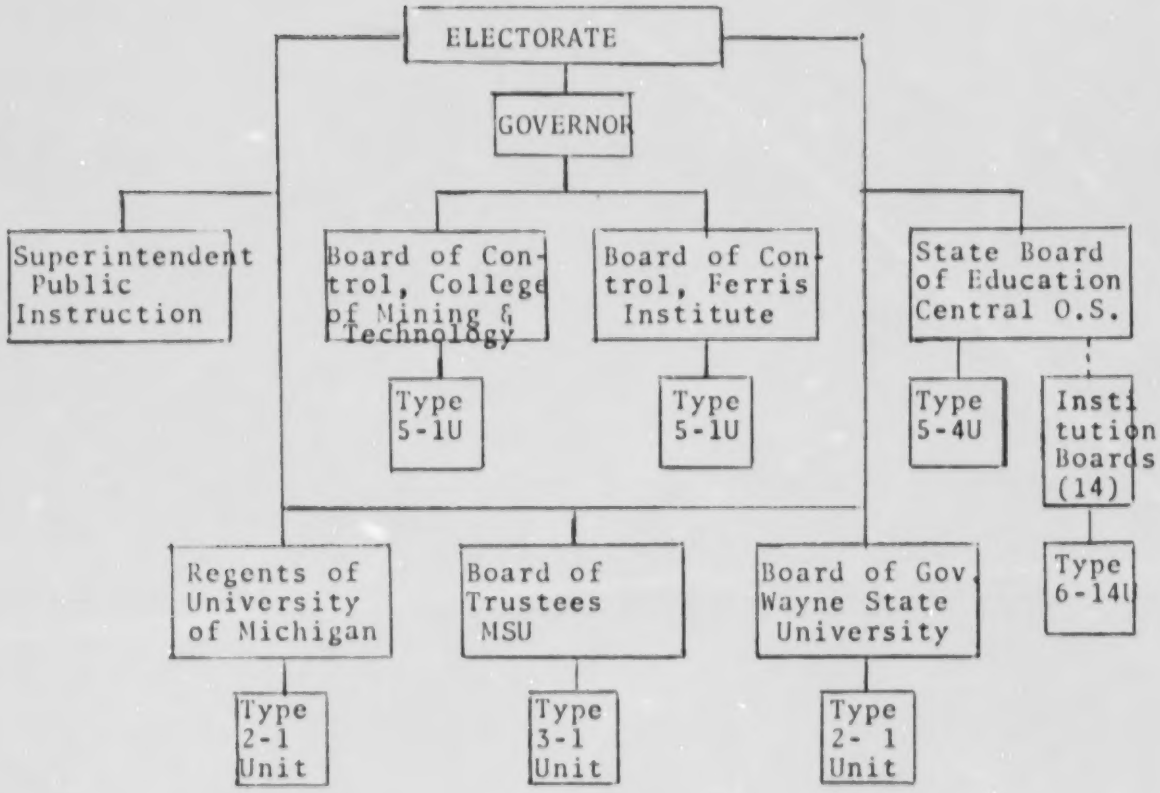
Appropriations of State Tax Funds (in Thousands of Dollars)
for Annual Operating Expenses of Higher Education

Institutions	Year 1970-71	Year 1971-72	Year 1972-73	Year 1973-74
(a)	(b)	(c)	(d)	(e)
U of Michigan, Ann Arbor	$69,245	$72,753	$73,822	$80,859
Medical School			5,927	7,158
Dentistry				4,329
Subtotal, U of Mich, Ann Arbor	69,245	72,753	79,822	92,346
U of Michigan				
Dearborn campus	2,580	2,931	3,981	4,631
Flint campus	1,932	2,654	3,477	3,871
Subtotal, U of Mich, all units	73,757	78,338	87,280	100,848
Michigan State University	59,732	65,318	64,787	68,800
Human Medicine			4,072	5,175
Osteopathic Medicine			2,181	3,281
Veterinary Medicine				1,983
Ag Experiment Station	5,588	5,744	6,059	6,560
Coop Exten Service	5,251	6,243	5,250	5,527
Subtotal, MSU	70,571	77,305	82,349	92,326
Wayne State U (Detroit)	45,059	51,253	47,846	51,276
Medical School			8,669	11,202
Subtotal, Wayne St U	45,059	51,253	56,515	62,478
Eastern Michigan U	23,297	24,650	20,524	21,523
Eastern Michigan U	18,281	19,746	20,796	22,195
Central Michigan U	12,787	14,800	16,795	17,058
Ferris State College	10,175	10,532	11,603	13,774
Michigan Technological U	8,671	9,536	10,681	12,172
Oakland University	7,154	9,315	10,394	11,606
Northern Michigan U	7,984	9,292	10,260	11,412
Grand Valley State Coll	3,723	4,749	6,641	7,779
Saginaw Valley State Coll	2,091	2,611	2,479	2,746
Lake Superior State Coll	1,962	2,011	2,408	2,564
Institute of Gerontology[1]	270	307	322	373
Merit computer network			200	
Upper Peninsula Health Project			100	100
Student Aids				
Administration	115		646	678
St competitive scholarships	7,665	8,200	8,169	7,126
Tuition grants to priv coll stu	5,200	5,200	5,466	7,266
Scholarship-teacher traineeships	374	200	142	139
Subtotal, aids	13,354	13,600	14,423	15,209
Subsidy to private dental school, $2,000 per degree conferred on Michigan resident students			194	149
Subsidy to private law school, $1,000 per degree, as above			80	163
Augmentation grants for excess medical enrollments	126	200		
All community colleges	77,478	93,278	97,034	107,291
TOTAL	363,141	403,274	441,510	492,332

1. Administered jointly by University of Michigan and Wayne State University.
2. The figure is necessarily an estimate, expected to be accurate.

Adapted from:
Chambers, M. M., HIGHER EDUCATION AND STATE GOVERNMENTS, 1970-75
Danville, Ill., The Interstate Printers and publishers, Inc. 1974

ORGANIZATION OF HIGHER EDUCATION IN MICHIGAN--1960



Type 2: State university
Type 3: State university and land-grant college combined
Type 5: 4-year (or more) college
Type 6: 2-year college

Adapted from Martorana, S. V. and Hollis, Ernest V.
State Boards Responsible for Higher Education
Washington, D. C., G.P.P 1960

ORGANIZATION OF HIGHER EDUCATION IN MICHIGAN, 1970

Type 2: State University
Type 3: State University and land-grant college combined
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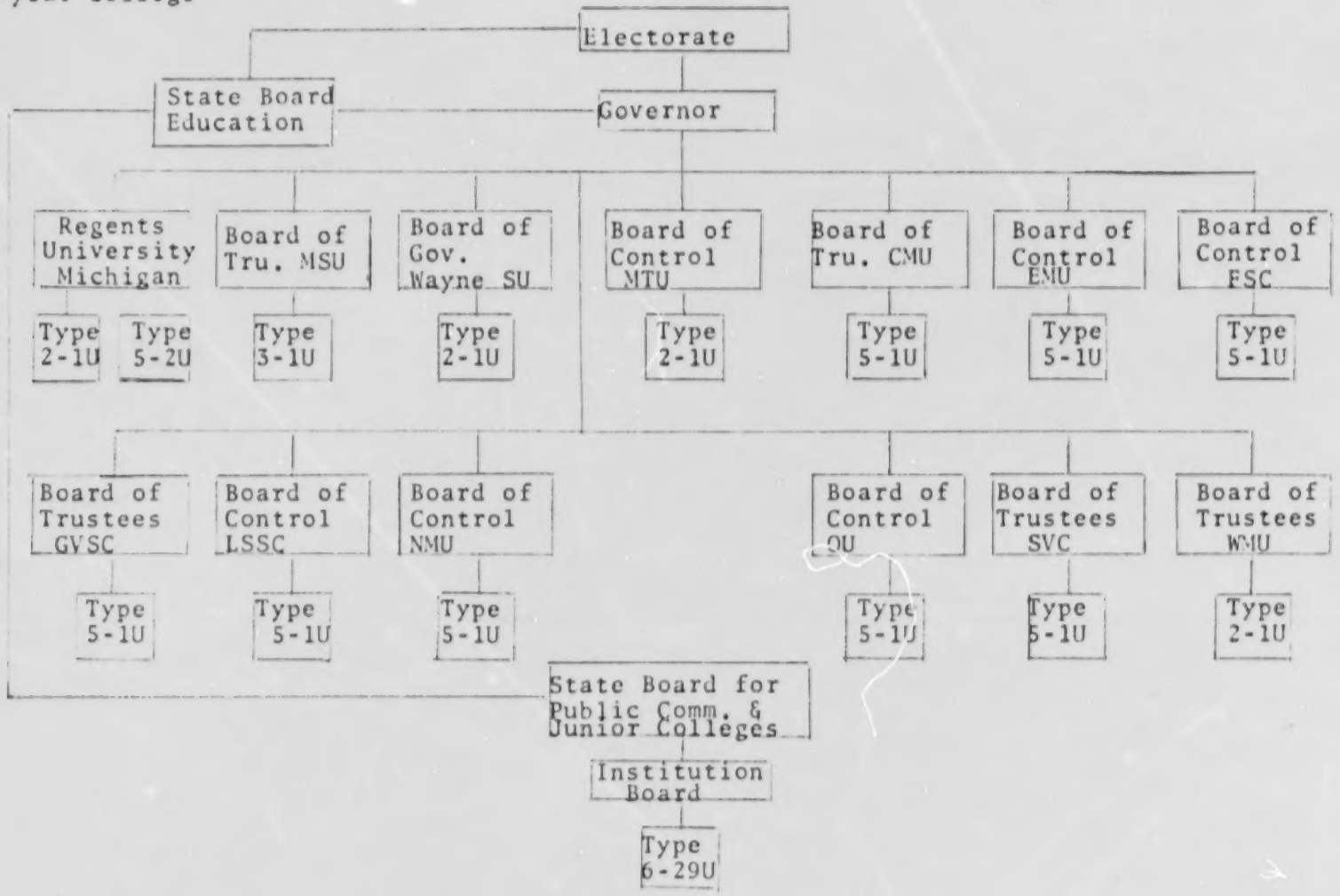

ADAPTED FROM ZWINGLE, J. L. AND ROGERS, MABLE E.
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1. Zwingle, J. L. and Rogers, Mabel E.
   State Boards Responsible for Higher Education in 1970
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4. Zwingle

5. Ibid.

6. Chambers, M. M.
   Higher Education and State Governments, 1970-75
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7. Hill, David Spence
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   The Carnegie Foundation. 1934

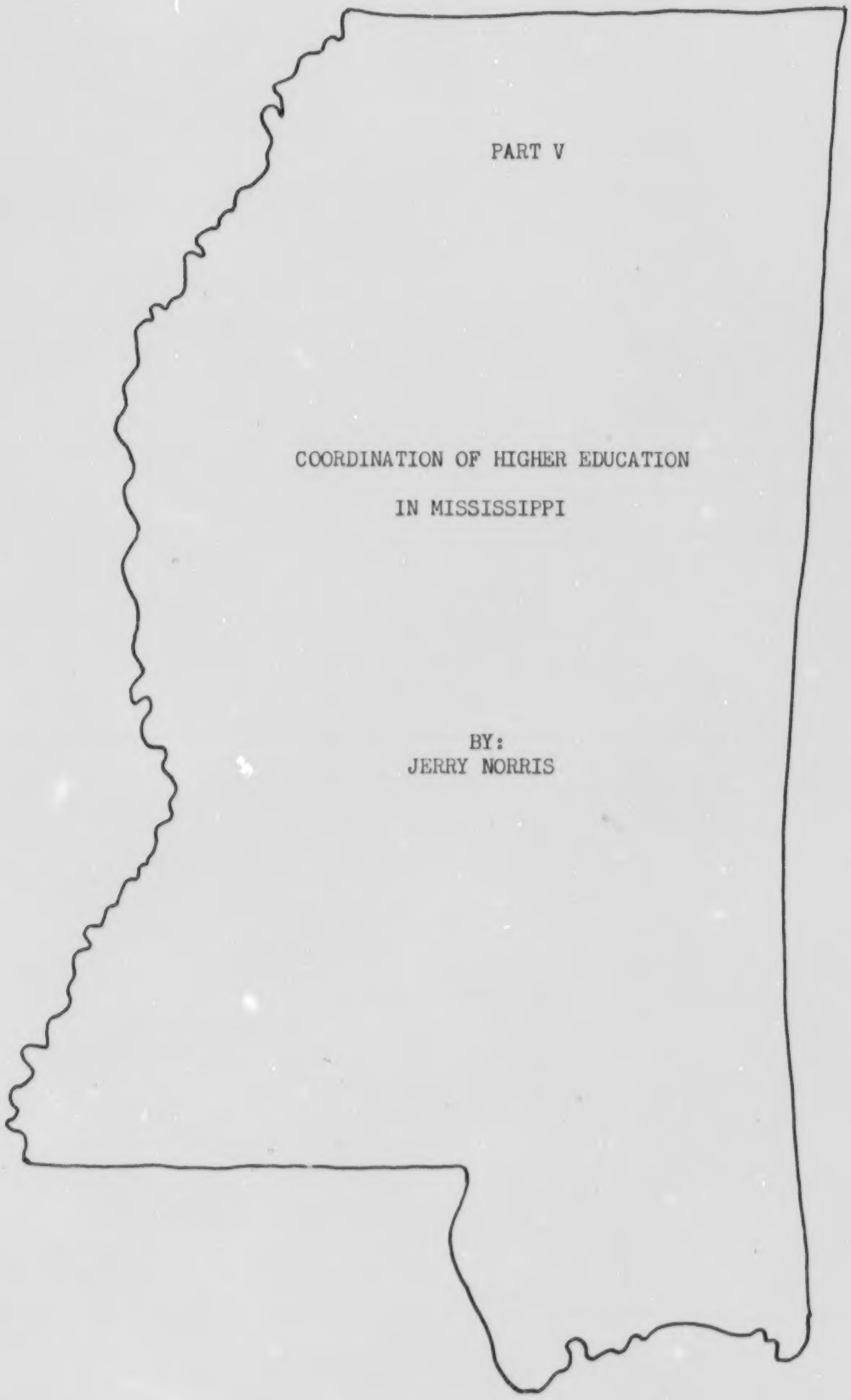
8. McLaughlin, Andrew C.
   History of Higher Education in Michigan,
   United States Bureau of Education, 1891
   pp. 9-10. 5 Stat. 49,59,144.

9. Ibid.

10. Zwingle

11. Holsenbeck, Dan. Vice President Auburn University at Montgomery, Lecture during coordination of post-secondary class for Florida State University at University of West Florida campus Pensacola, Florida, Spring, 1977

12. Bender, Louis, W. Professor of Higher Education at Florida State University, Lecture during coordination of post secondary education class for FSU at UWF campus, Spring, 1977, Pensacola, FL



PART V

COORDINATION OF HIGHER EDUCATION IN MISSISSIPPI

BY:
JERRY NORRIS

CONTENTS

I. HISTORICAL DEVELOPMENTS 1

A. ALCORN STATE UNIVERSITY 1

B. DELTA STATE UNIVERSITY 2

C. JACKSON STATE UNIVERSITY 3

D. MISSISSIPPI UNIVERSITY FOR WOMEN 3

E. MISSISSIPPI VALLEY STATE UNIVERSITY . . . 3

F. UNIVERSITY OF MISSISSIPPI 4

G. UNIVERSITY OF SOUTHERN MISSISSIPPI . . . 4

II. CURRENT GOVERNANCE 5

A. BOARD OF TRUSTEES OF STATE INSTITUTIONS OF HIGHER LEARNING 6

B. JUNIOR COLLEGE COMMISSION 8

C. COMMISSION ON COLLEGE ACCREDITATION . . . 9

D. MISSISSIPPI STATE BOARD OF EDUCATION . . 10

III. LICENSURE AND APPROVAL OF PRIVATE INSTITUTIONS . 10

IV. ORGANIZATION OF GOVERNANCE 10

A. STATEWIDE GOVERNANCE 12

B. BOARD OF TRUSTEES OF STATE INSTITUTIONS OF HIGHER LEARNING 13

C. JUNIOR COLLEGE COMMISSION 14

V. SUMMARY 15

COORDINATION OF HIGHER EDUCATION IN MISSISSIPPI

HISTORICAL DEVELOPMENT

This southern state has an area of 46,865 square miles and in 1974, a population of 2,324,000 persons.[1] Agriculture is the leading industry, and cotton is the largest crop. Organized in 1799, the Territory of Mississippi included the area which now comprises Alabama and Mississippi. In 1802, the Territorial Legislature chartered Jefferson College, which opened in 1811. It was one of a small number of institutions that received direct grants of federal land made to a board of trustees. The Civil War put an end temporarily to the development of education, but after the days of Reconstruction and the Political Revolution of 1875-1876, the development of public education was more rapid. The multiplication and improvement of common and secondary schools and of higher educational institutions were accomplished in spite of controversies and serious economic and political difficulties.[2] Under the mandates of its several constitutions Mississippi established eight state institutions of higher education and sixteen junior colleges. The eight institutions of higher education were established as follows:[3]

ALCORN STATE UNIVERSITY

Alcorn State University, located in Claiborne County near Lorman, originated in 1830 as a Presbyterian school for white

male students called Oakland College. This college's activities were subsequently interrupted by the Civil War, and ultimately it closed. The buildings and grounds were sold to the state to become Alcorn University in 1871, with the purpose of educating Negro citizens.

Soon afterward in 1878, the Mississippi State Legislature enacted a law designating Alcorn University as an agricultural college for the education of Negro youth of Mississippi and renaming the institution the Alcorn Agricultural and Mechanical College. It thus became the first Negro land-grant college in the United States. The institution's new direction followed the provisions of the Morrill Act of 1862, which states that the leading object of the land-grant institution is to teach such branches of learning as are related to agriculture and mechanical arts. In 1974 the college underwent still another name change and is now Alcorn State University. Its doors are now open to all students.

DELTA STATE UNIVERSITY

The Mississippi State Legislature established Delta State Teachers College at Cleveland in 1924, its primary purpose being the preparation of teachers. In 1955, the College's name was changed to Delta State College, indicating the institution's expanding educational programs. In 1974, the institution was renamed Delta State University.

JACKSON STATE UNIVERSITY

Now located in Jackson, Jackson State University began as Natchez Seminary in 1877, as a private church school for the training of ministers. It operated for sixty-three years through the support of the American Baptist Home Mission Society. After the Baptists had withdrawn support, the 1940 Legislature assumed control of the college and renamed it the Mississippi Negro Training School. As it expanded its curriculum, the institution underwent several name changes. In 1944 the name was changed to Jackson College for Negro Teachers; in 1956 to Jackson State College; and in 1974 to Jackson State University.

MISSISSIPPI UNIVERSITY FOR WOMEN

Mississippi University for Women was established by the Legislature in 1884 as the Mississippi Industrial Institute and College. It was the first state-supported institution of higher learning exclusively for women in the United States. The University now offers degrees at the bachelor's, master's, and education specialist levels.

MISSISSIPPI VALLEY STATE UNIVERSITY

Founded in 1946 by the Mississippi Legislature as Mississippi Vocational College, Mississippi Valley State University's specified role is to train teachers for rural and elementary schools and provide vocational training for Negro students.

UNIVERSITY OF MISSISSIPPI

The University of Mississippi was founded in 1844 at Oxford. During the Civil War the University was closed for four years, but the institution moved rapidly ahead after reopening in the fall of 1865. Women were admitted in 1882, and the first summer session was held in 1893. Professional and specialized schools were added as follows: School of Engineering, 1900; Schools of Education and Medicine, 1903; School of Pharmacy, 1908; School of Business Administration, 1917; Graduate School, 1927; School of Nursing, 1958; and the School of Health Related Professions, 1973.

UNIVERSITY OF SOUTHERN MISSISSIPPI

Established by the Legislature in 1910, the University began as Mississippi Normal College, its purpose being the training of school teachers for rural areas of Mississippi. The University has undergone three name changes in its history: in 1924, State Teacher's College; in 1940, Mississippi Southern College; and in 1962, the University of Southern Mississippi.

During the early development of higher education in Mississippi many agencies were established to control the different phases of education. Some of these agencies included the State Board of Education, State Board for Vocational Education, State Board of Examiners, State Text Book Commission,

High School Text Book Commission, Illiteracy Commission, and the Commission on Junior Colleges.[4]

CURRENT GOVERNANCE

Four State Boards are responsible for twenty-five institutions and for four agencies dealing with higher education in Mississippi:[5]

1. The Board of Trustees of State Institutions of Higher Learning is responsible for three Universities, one of which maintains a professional school on a separate campus; five colleges, the Gulf Coast Research Laboratory and the Mississippi Research and Development Center. It also governs two centers operated jointly: the Universities Center, which coordinates academic offerings of the three state universities and Jackson State College; and the Universities Marine Center, which coordinates sea research conducted by the three universities and the Gulf Coast Research Laboratory. These institutions and centers are as follows:

   Alcorn State University
   Delta State University
   Jackson State University
   Mississippi University for Women
   Mississippi State University
   Mississippi Valley State University
   University of Mississippi
   University of Southern Mississippi
   Gulf Coast Research Laboratory and any other institution of higher education which may be established by the state
   Mississippi Research and Development Center

2. The Commission on College Accreditation has accrediting responsibilities for all state higher education institutions.

3&4. The Mississippi State Board of Education and the Mississippi Junior College Commission have responsibility for certain aspects of operation of sixteen Junior Colleges.

BOARD OF TRUSTEES OF STATE INSTITUTIONS OF HIGHER LEARNING

The Board of Trustees of State Institutions of Higher Learning, created in 1910 by both the State Constitution and Statutes, was made a constitutional board in its present form in 1944. Its authority for corporate status is from the Statutes. (Mississippi Code annotated, Sec. 6719-6726.9 [1952, Vol. 5, pp. 530-544; 1966 Cumulative Supplement, Vol. 5, pp. 670-687] Mississippi Constitution, Article VIII, Sec. 213-A [1942, Vol. 1, pp. 337-338])[7]

The Board is composed of twelve members appointed by the Governor with the advice and consent of the Senate, and coming, one from each congressional district of the state, one from each Supreme Court District, plus two members from the state-at-large for a period of twelve years. In addition, there is one trustee appointed for the University of Mississippi who may vote only on matters pertaining to the University, who must be a resident of DeSoto County to be known as the trustee for the Labauve Fund to serve for a term of four years (the Labauve family, many years ago, made a large gift

to the University of Mississippi with the understanding that there would always be one member of the Board with particular interest in the expenditure of these funds).[8]

The Board shall have the power and it shall be its duty:[9]

1. To have management and control of the institutions listed above.

2. To succeed to and to continue to exercise control of all records, books, papers, equipment and supplies, and all lands, buildings, and other real and personal property now or hereafter belonging to or assigned to the institutions named above, and shall have and exercise control of the use, distribution and disbursement of all funds, appropriations, and taxes, levied, collected and received, or appropriated for the use, benefit, support and maintenance or capital outlay expenditure of the institutions of higher learning.

3. To have general supervision of the affairs of all institutions of higher learning.

4. To make any adjustments the Board thinks necessary between the various departments and schools of any institution or between the different institutions.

5. To appoint an executive secretary.

6. To establish minimum standards of achievement.

7. To adopt by-laws and regulations.

8. To conduct all relationships and negotiations between the legislature and the institutions.

9. To adopt and use an official seal.

10. To keep records and minutes of proceedings.

11. To accredit schools of nursing in Mississippi.

12. To prepare and submit an annual report to the Legislature.

13. To elect heads of the various institutions and to contract with the faculty and staff.

14. To terminate the contract of any employee at any time for malfeasance, inefficiency, or contumacious conduct, but not for political reasons.

JUNIOR COLLEGE COMMISSION

The Junior College Commission was created in 1928 by authority of the State Statutes. Legislative action of 1962 provided its current form. It does not have corporate status.[10]

The Commission is composed of ten members. Seven of the commissioners are ex officio members: The State Superintendent of Education as chairman; The Chancellor of the University of Mississippi; The Presidents of the Mississippi State University and the Mississippi State College for Women; and the Presidents of three Junior Colleges elected by the Presidents of the Junior Colleges of the State for three year terms. Three lay members are appointed by the Governor with the advice and consent of the Senate.[11]

The Commission has the responsibility for regulating the establishment and operation of Junior Colleges in the state, including such duties as (1) studying the needs of the state for junior college education, (2) designating locations for junior colleges, (3) setting standards for junior colleges to qualify for appropriations, and (4) certifying to the State

Board of Education the names of junior colleges eligible for state appropriations. The Commission is a coordinating board at the junior college level. Each junior college is governed by a local institutional board.[12]

COMMISSION ON COLLEGE ACCREDITATION

The Mississippi Commission on College Accreditation was created in 1950 by authority of the State Statutes, and was amended to its present form in 1964. The Commission is composed of five members: the supervisor of junior colleges and the supervisor of Negro education, both from the State Department of Education; the executive secretary of the Mississippi Board of Trustees of State Institutions of Higher Learning; and two additional members, one of whom is selected by the three standing members and who represents private colleges within the state; and the other selected by the Mississippi Association of Colleges. Each member serves a three year term.[14]

The Commission is responsible for approving junior and senior colleges and universities within the state. It adopts standards in keeping with the best educational practices in accreditation and receives reports from institutions seeking approval. Colleges and universities that were not authorized to grant degrees at the time this commission was created must

be approved by the Commission in order to do so.[15]

MISSISSIPPI STATE BOARD OF EDUCATION

The Mississippi State Board of Education was created by authority of State Statutes in 1869. The present form was established in 1930.[16] The Board is composed of three ex officio members: the superintendent of public instruction, the attorney general, and the secretary of state.[17] The Board is responsible for directing the State Department of Education, which is charged with the execution of all laws relating to the administrative, supervisory, and consultative services to the public schools, agricultural high schools, and junior colleges. Also, the Board supervises teacher education, certification, and placement.

LICENSURE AND APPROVAL OF PRIVATE INSTITUTIONS

The Board of Trustees of Institutions of Higher Learning functions as the approval and licensing agency for private degree-granting institutions in the state. The state Department of Education serves as the approval authority for proprietary schools.[18]

ORGANIZATION OF GOVERNANCE

On the following pages are organization charts of the

Governance of postsecondary education in Mississippi:

1. The first chart indicates the total organization of state governance. This organization structure has remained virtually unchanged for several decades.

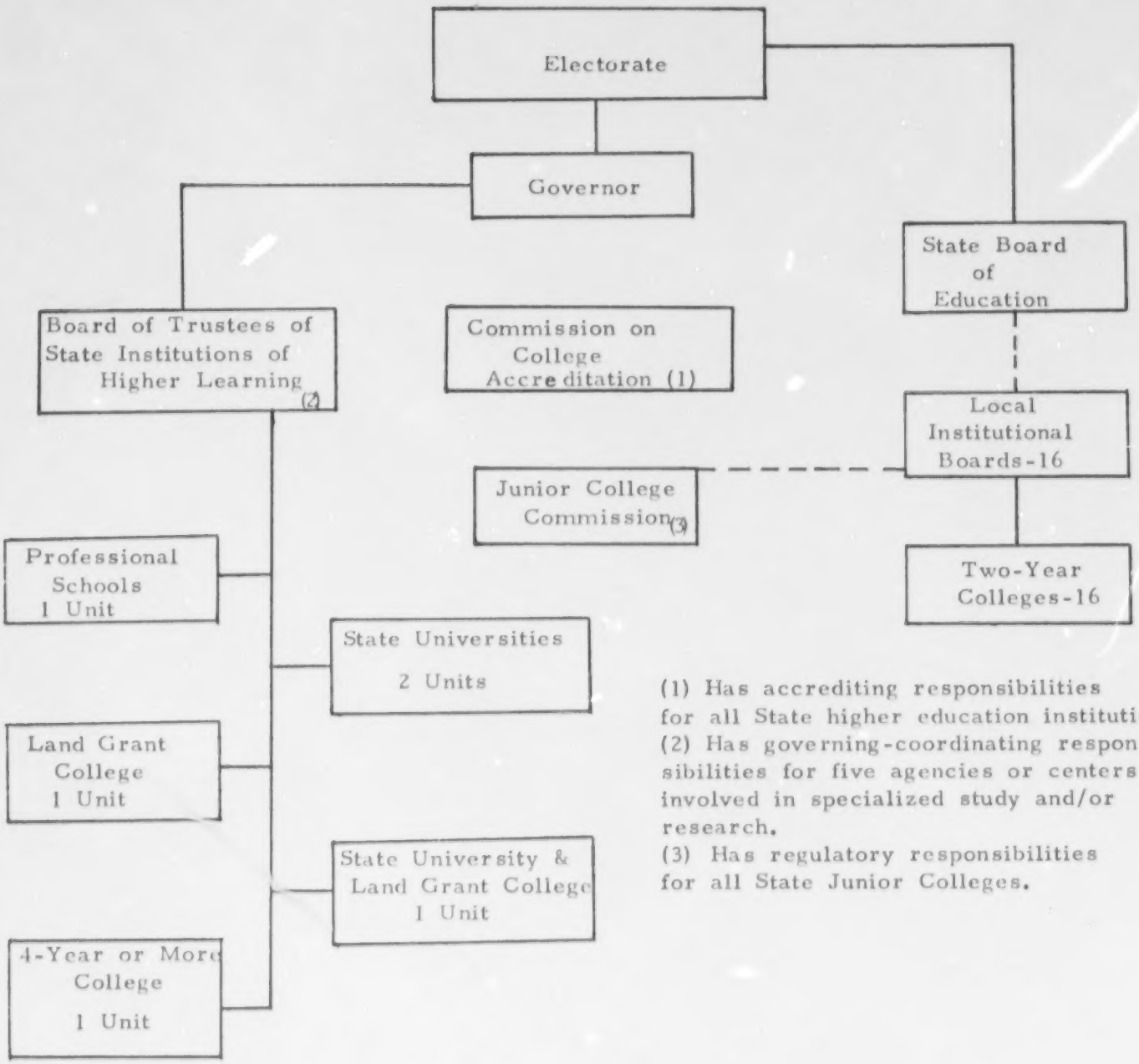
2. The second chart indicates the organizational structure of those institutions under the control of the Board of Trustees of State Institutions of Higher Learning.

3. The third chart indicates the organizational structure of those institutions under the coordination of the Junior College Commission.

STATE OF MISSISSIPPI

ORGANIZATION CHART

Organization of State Governance of Postsecondary Institutions[19]

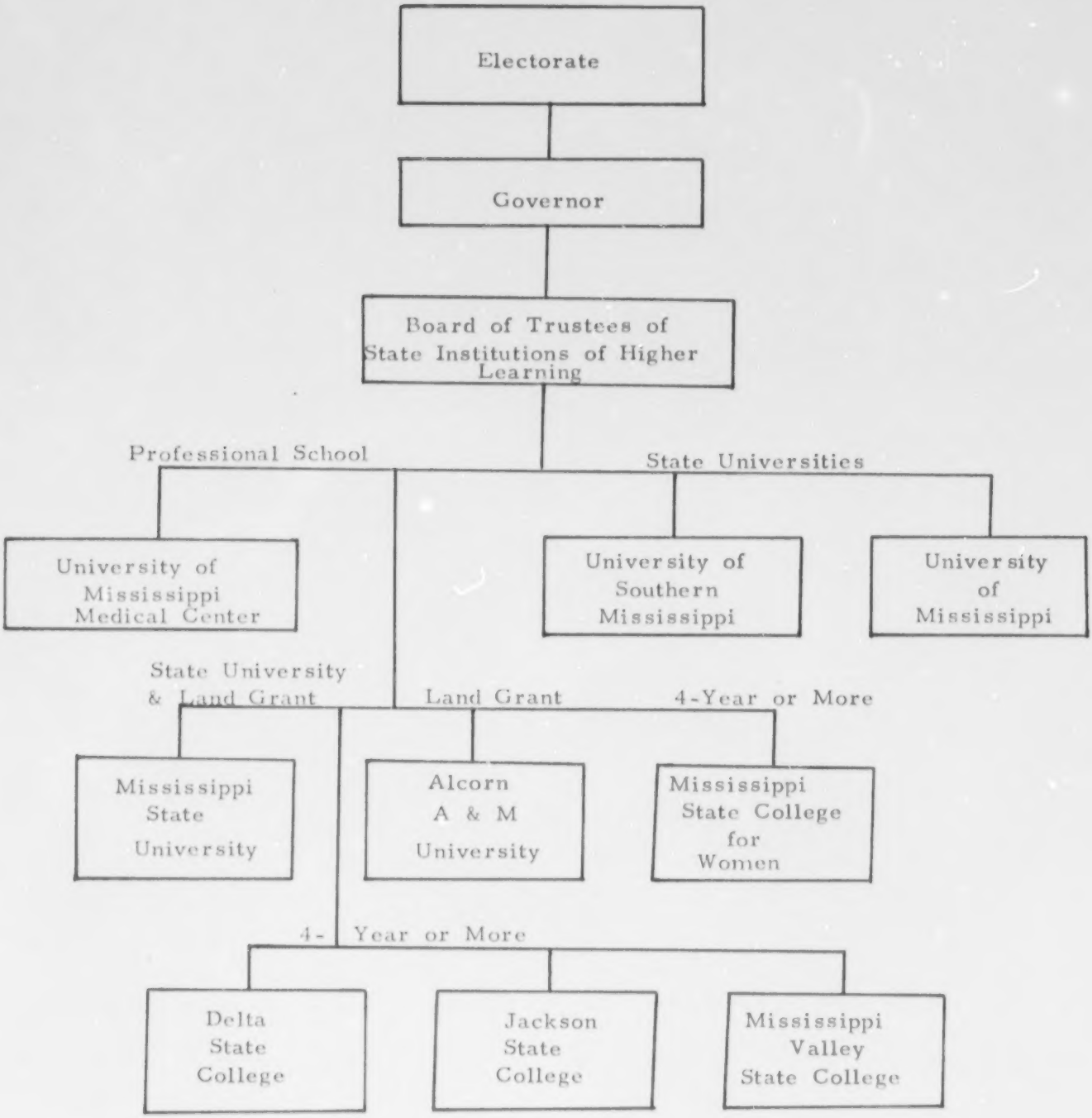

Electorate
Governor
State Board of Education
Board of Trustees of State Institutions of Higher Learning (2)
Commission on College Accreditation (1)
Local Institutional Boards-16
Junior College Commission (3)
Two-Year Colleges-16
Professional Schools 1 Unit
State Universities 2 Units
Land Grant College 1 Unit
State University & Land Grant College 1 Unit
4-Year or More College 1 Unit

(1) Has accrediting responsibilities for all State higher education institutions.
(2) Has governing-coordinating responsibilities for five agencies or centers involved in specialized study and/or research.
(3) Has regulatory responsibilities for all State Junior Colleges.

STATE OF MISSISSIPPI

Organization of Governance

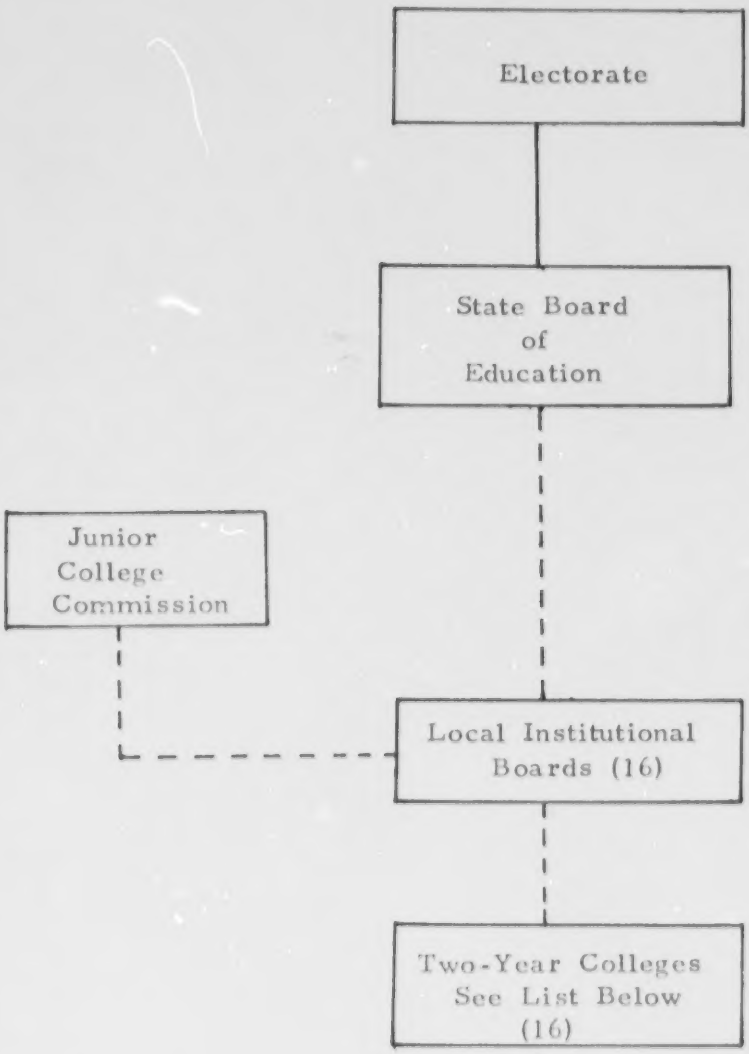
Board of Trustees[20]



STATE OF MISSISSIPPI

ORGANIZATION OR GOVERNANCE

Junior College Commission[21]



In summary, governance of higher education in Mississippi is accomplished through four agencies: the Commission on College Accreditation, the State Board of Education, the Junior College Commission, and the Board of Trustees of State Institutions of Higher Learning.

The Commission on College Accreditation serves as an in-state accrediting agency. It sets standards for the state's junior and senior colleges and universities and reviews the activities of those institutions for compliance.

The State Board of Education is responsible for directing the State Department of Education, which is charged with the execution of all laws relating to the administrative, supervisory, and consultative services to the public schools, agricultural high schools, and junior colleges.

The Junior College Commission is a coordinating board at the junior college level. It is responsible for the establishment and operation of junior colleges in the state. Each junior college is governed by a local institutional board.

The Board of Trustees of State Institutions of Higher Learning in Mississippi is comparable to the Regents of the University System of Georgia. The main difference is that the Mississippi board governs only the nine state colleges

and universities while the Georgia board governs the junior colleges also. The Mississippi board is first and foremost a governing board. Its responsibilities include approval and consolidation of budgets for the state institutions of higher learning, approval of educational programs and degrees, establishment of planning policies, financial support of current operations, and planning and financing of physical facilities.[22]

FOOTNOTES

1. U.S. Bureau of the Census, Statistical Abstract of the United States: 1975 (96th edition, Washington, D.C., 1975), p. 12.

2. David Spence Hill, Control of Tax-Supported Higher Education in the United States (New York City, The Carnegie Foundation for the Advancement of Teaching, 1934), pp. 175-180.

3. Mississippi State Institutions of Higher Learning Long Range Plan (Draft) (Jackson, Mississippi, Board of Trustees of State Institutions of Higher Learning, August, 1975), pp. 7-17.

4. Hill, op. cit., p. 177.

5. J.L. Zwingle and Mabel E. Rogers, State Boards Responsible for Higher Education 1970 (Washington, D.C., Governmental Printing Office, 1972), pp. 82-83.

6. E.E. Thrash, By-Laws and Policies of the Mississippi Board of Trustees of State Institutions of Higher Learning (Jackson, Mississippi, 1970), p. 3.

7. Robert L. Williams, "Legal Bases of Coordinating Boards of Higher Education in Thirty-nine States" ERIC 019-726 (Chicago, Illinois, Council of State Governments, Sept., 1967), p. 127.

8. Ibid. p. 44.

9. Thrash, op. cit., pp. 3-4.

10. Zwingle, op. cit., pp. 81-82.

11. Ibid. pp. 81-82.

12. Ibid. pp. 81-82.

13. Ibid. pp. 81-82.

14. Ibid. pp. 81-82.

15. Ibid. pp. 81-82.

16. Ibid. pp. 81-82.

17. Ibid. pp. 81-82.

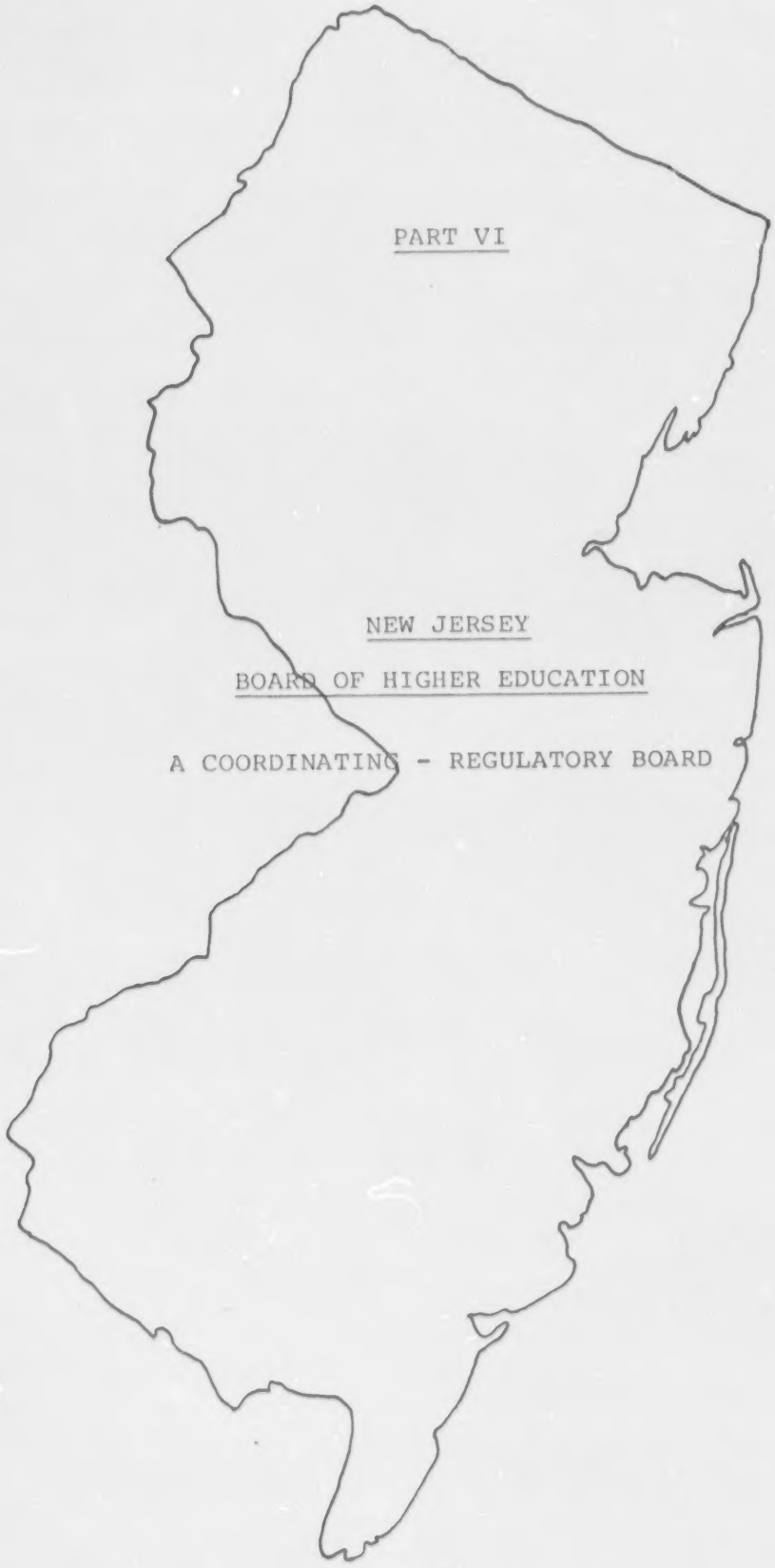
18. "State Postsecondary Education Profiles Handbook" ERIC 129-130 (Denver, Colorado, State Higher Education Executive Officers Association, April 1976), p. 100.

19. Zwingle, op. cit., p. 83.

20. Ibid. p. 190.

21. Ibid. p. 190.

22. A.J. Brumbaugh, Statewide Planning and Coordination of Higher Education (Atlanta, Georgia, Southern Regional Education Board, 1963), pp. 14-15.



PART VI

NEW JERSEY

BOARD OF HIGHER EDUCATION

A COORDINATING - REGULATORY BOARD

by

John C. Gainey

HISTORY OF NEW JERSEY HIGHER EDUCATION

New Jersey's concern for higher education was well-established before the American Revolution with the founding of two of the first ten colleges to be opened in the Colonies. The College of New Jersey was begun in 1746 in Elizabeth. It later moved to Princeton and changed its name to Princeton University, now, of course, one of the nation's foremost private institutions. Queen's College was chartered by George III in 1766. It is today, Rutgers, the State University of New Jersey.[1]

Rutgers was designated the state's land-grant college in 1864 under the first Morrill Act, and the Agricultural Experiment Station (1880) and Cooperative Extension Service (1913) were later added.

Despite an auspicious beginning, higher education for New Jersey students has, until the last two or three decades, been left partially to the private schools, but mostly to the border-state neighbors of Philadelphia and New York. It is only within the last decade that the percentage of New Jersey college students who attended within the state has risen above fifty percent.[2]

Rutgers, which was called "the State University" as early as 1917, but actually remained a private university until 1956,[3] the Newark College of Engineering, a professional school dating back to 1881, six State (Teachers') Colleges, and one Junior College, constituted the entire complement of public higher education institutions in New Jersey at the beginning of the 1960's.

NEW JERSEY IN 1960

In Martorana and Hollis' study of higher education coordination,[4] New Jersey was in an early evolutionary stage of the development of the coordinating organization it now has. There were only eleven institutions of higher education (public) in the state at the time, and there was a potpourri of control.

The three campuses of Rutgers, the State University, were governed by the Rutgers Board of Governors, which in 1956 by state statute replaced the Board of Trustees of Rutgers as the governing Board.

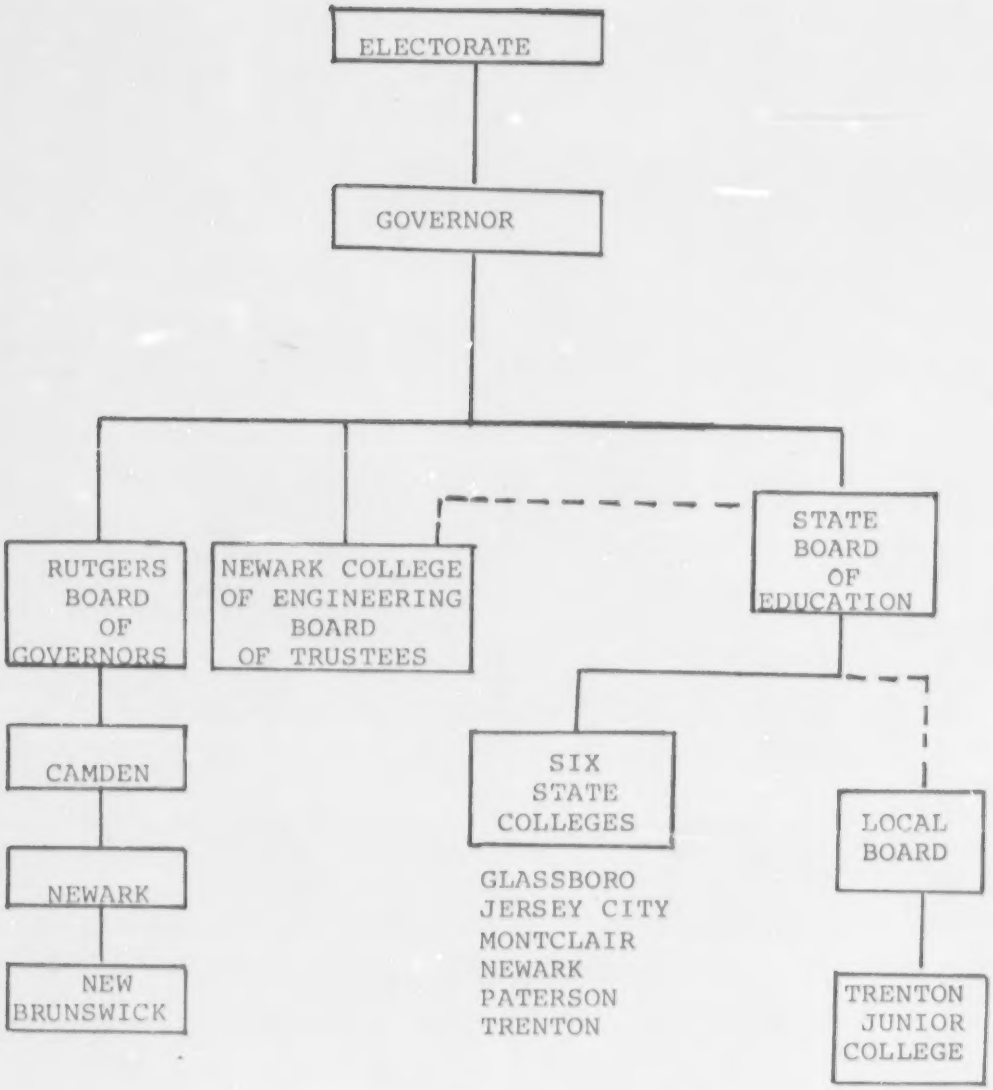
The six State Colleges (4 year) fell under the governance of the State Board of Education, which was created in 1945 and given responsibility for the administration of all public education within the state.

The State Board of Education also had general supervisory responsibility for the Newark College of Engineering and the one County (Community) College which existed at the time. Each of these, however, was governed by an institutional board.

In addition, with regard to the State University (Rutgers), the State Board of Education had specific responsibilities in the areas of: (1)approval of program expansion, (2)salary schedules, and (3)review of the budget.

The State Board of Education, then, was classified as a governing-coordinating board, since it had broad powers of control over the state Colleges, and limited supervisory powers over the other five public institutions.[5]

NEW JERSEY HIGHER EDUCATION IN 1960



adapted from Martorana and Hollis, p. 122.

GROWTH AND THE DEVELOPMENT OF COORDINATION

Probably no state reflects better the growth syndrome of the 1960's and the burgeoning of the public community college than does New Jersey.

In 1962 the state legislature passed the New Jersey County College Law, and under that law more than a dozen new County Colleges opened their doors by 1970.[6] The chief result of this boom, of course, has been that by 1980 it is expected that New Jersey schools will enroll 64% of the state's undergraduates, as compared to the 43% in 1968.[7]

HIGHER EDUCATION ACT OF 1966

The state legislature took a giant step in the coordination and control of the blossoming public higher education network with the passage of the Higher Education Act of 1966.[8] Several important and substantive changes were initiated by this law:

1. a Department and Board of Higher Education were created;
2. responsibility for coordinating all higher education in the state was given to this Board of Higher Education;
3. the old "Normal Schools" were converted to liberal arts colleges;
4. provision was made for the devising of a Master Plan for New Jersey Higher Education by the Department of Higher Education.

THE BOARD OF HIGHER EDUCATION

The Department of Higher Education of New Jersey was created effective July 1, 1967, as a cabinet-level department. The Board,

created at the same time, was given the general responsibilities to:

1. advance long-range planning for the system of higher education as a whole in the State;

2. establish general policy for the governance of the separate institutions;

3. coordinate the activities of the individual institutions;

4. maintain general financial oversight of the state system of higher education.

The same paragraph of the Act explicitly specifies, however, that "the Board shall not administer the individual institutions of higher education, its own administration being specifically reserved unto each of such institutions."

This places the Board of Higher Education of New Jersey in the realm of a Regulatory (Coordinating) Board, Public Majority.[9]

COMPOSITION OF THE BOARD

The Board of Higher Education consists of 17 members:

Chairman, Board of Governors, Rutgers, the State University
Chairman, Board of Trustees, Newark College of Engineering
Chairman, Council of State Colleges
Chairman, Council of Community Colleges
President, State Board of Education
Representative, from the Association of Independent Colleges and Universities (chosen by its members)
9 citizens (at least 2 women) appointed by the Governor (with Senate consent) with staggered 6-year terms
Chancellor, Board of Higher Education--ex officio, no vote
State Commissioner of Education--ex officio, no vote

Each of the institutional members may designate another member of his board as his voting representative, with the stipulation that a lay member can only be represented by a lay member.

POWERS AND DUTIES OF THE BOARD

The creating legislation spells out twenty-one separate responsibilities of the Board, the most important of which are here summarized:

1. conduct research and develop and maintain a long-range Master Plan;

2. establish new colleges, schools, units, divisions, institutes, departments, branches, and campuses, as called for in the Master Plan and appropriated for by the legsilature;

3. set "minimum-minimum" standards for admissions and degrees;

4. approve new programs and degrees, and discontinuance of old;

5. receive institutional budget requests, coordinate and balance such requests, and submit a combined budget request annually to the Governor;

6. coordinate disbursement of federal funds;

7. set policy on salary and benefits, and general personnel policies;

8. review existing programs in the public institutions and advise them of desirable change;

9. license private institutions of higher education;

10. require necessary reports from institutions of higher education;

11. exercise visitorial general powers over institutions utilized by the state;

12. fix tuition and fees.

THE CHANCELLOR

The chief executive officer of the Department is appointed by the Board, with the approval of the Governor, for a 5-year term. He exercises broad general powers in the operation of the Department, as well as serving as secretary and ex officio member of the Board, and on the Education Coordinating Council. The staff consists of over 70 professionals and 120 support personnel.

ADVISORY COUNCILS

An important aspect of the coordination and planning within the Department is the input received from three advisory councils. The first two of these three statutory-based advisory councils were created as a part of the Department of Higher Education by the 1966 Act; the third was created in a companion bill.[10]

RELATIONSHIPS WITH STATE SCHOOLS

In addition to the duties and powers of the Board as outlined above, some idea of its relationships to the various types of institutions can be gained from a look at the makeups of the institutional boards.[11]

Board of Governors, Rutgers, the State University (3 campuses)

6 members appointed by Governor, with Senate consent
5 members selected by/from Rutgers Board of Trustees
Chancellor of Higher Education--ex officio, no vote
President of the University--ex officio, no vote

Board of Trustees, Newark College of Engineering

appointed by Governor (no consent)

Board of Trustees, College of Medicine and Dentistry

appointed by Governor, with Senate consent

Board of Trustees of the State Colleges

appointed by Board of Higher Education, with Governor approval

Board of Trustees of the County Colleges

appointed by County Boards of Chosen Freeholders

It is not at all clear that everyone is happy with this arrangement. It is obvious from the above that the Board of Higher Education exercises a great deal more control over the State Colleges than over the other types of institutions. Chambers points out that between 1966

(creation of the Board) and 1972 all six of the presidents of the formerly "normal Schools" resigned--most of them publicly protesting the bureaucracy of the Department.[12]

RELATIONSHIPS WITH INDEPENDENT SCHOOLS

The 1970 Master Plan lists 37 private colleges, universities, and seminaries. Twelve of these are 2-year institutions, and 25 offer four or more years. Most of them are affiliated with churches or religious organizations. Major independent schools include Princeton University, Princeton Theological Seminary, Seton Hall University, and Farleigh Dickinson University. These independent institutions in 1973 enrolled 26% of all New Jersey students. They have physical plants, libraries, and faculties that could not, in some cases, be replaced at any cost; thus, they have been included in the Master Plan for Higher Education as an integral part of the solution to state needs.[13]

In addition to numerous student-directed assistance programs which are designed to produce students for enrollment, the Board of Higher Education moved in 1971 to help the private schools meet the increased financial burden of providing for those students.

Four types of contracts are available to institutions choosing to participate. Payments are made for:

1. educating New Jersey residents;
2. educating minorities;
3. providing specialized graduate programs deemed needed;
4. computer services.

The Board also holds authority over independent schools to some degree by its position as approving and licensing agency for all degree-

grating institutions (except eight "grandfathered" in). Vocational-Technical and proprietary schools (non-degree-granting) are licensed by the State Board of Education.

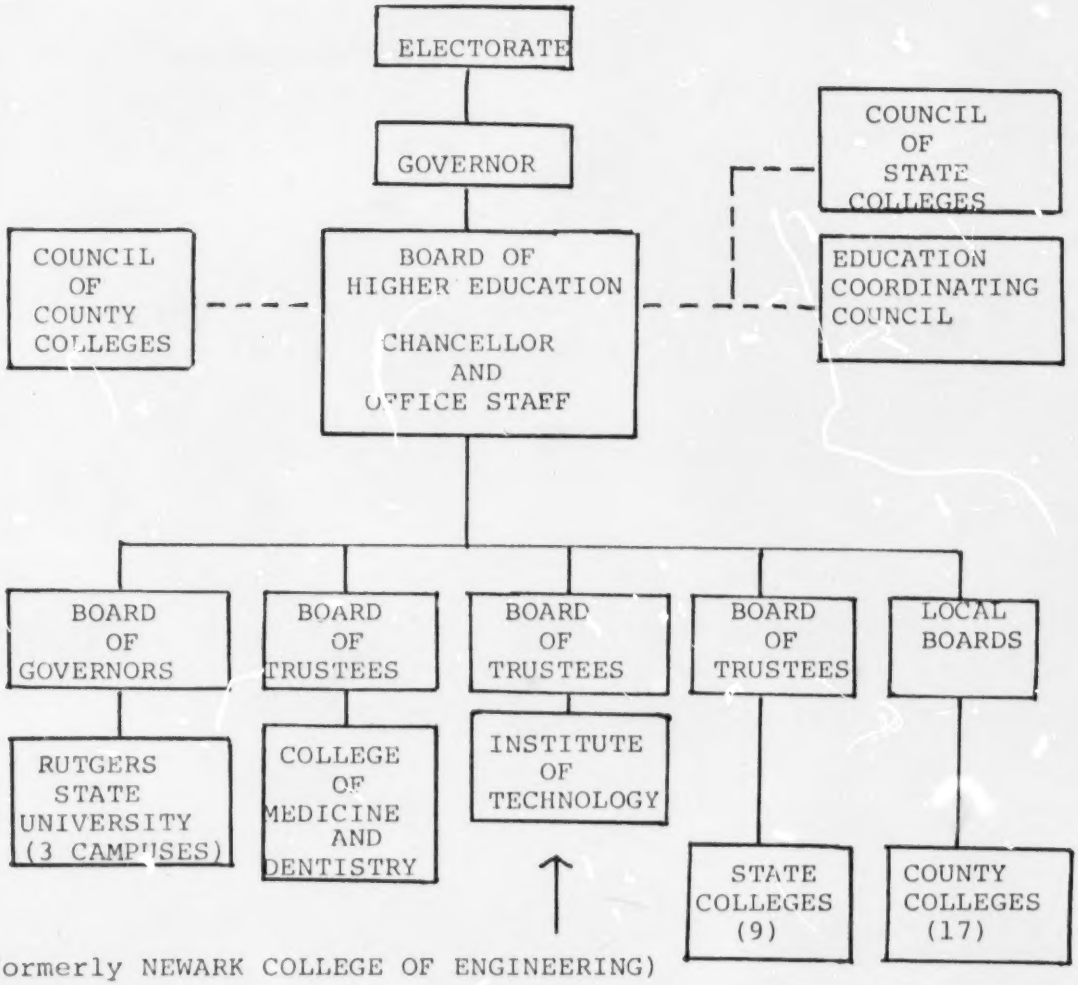
1202 COMMISSION

The State Board of Higher Education has been designated by the Governor as the 1202 Commission for New Jersey, responsible for overall planning for all postsecondary education within the state, a function which has been clearly indicated throughout this study. When serving as the 1202 Commission, the membership is augmented by three members (unspecified).[14]

PLANNING FOR THE FUTURE

Phase II of the Master Plan for New Jersey identifies the recommended roles for each of the segments of higher education, with target enrollments for individual institutions where it is appropriate. It further makes recommendations concerning needed schools, types of programs, etc., and includes projected funding costs. It is interesting to note that the Conclusion of the Master Plan alludes to the decade of growth in the 60's and the early 70's, and then, in addressing the future, the "bottom line" is the "effective use of social resources," yet another indication that New Jersey is a microcosm of what is happening in higher education in general--that is, an attempt in the 70's to establish some control and direction for the roughshod growth that took place over the last decade.

NEW JERSEY HIGHER EDUCATION in 1977



(formerly NEWARK COLLEGE OF ENGINEERING)

Adapted from: Zwingle (1972)
Education Commision of the States (1976)

FOOTNOTES

[1]New Jersey Board of Higher Education, Goals for Higher Education in New Jersey (New Jersey Master Plan for Higher Education, Number One), January, 1970, 126-7. (Hereinafter cited as "Master Plan, Number, One.")

[2]M. M. Chambers, Higher Education and State Governments, 1970-75. (Danville, Illinois: The Interstate Printers and Publishers, Inc., 1974), 165.

[3]Ibid.

[4]S. V. Martorana and Ernest V. Hollis, State Boards Responsible for Higher Education (Washington: GPO, 1960), 120-3.

[5]Ibid.

[6]Master Plan, Number One, Appendix K.

[7]New Jersey Board of Higher Education, A Development Plan for Higher Education in New Jersey (A Master Plan for Higher Education in the State of New Jersey, Phase II), 1974, p. 9. (Hereinafter cited as "Master Plan, Phase II.")

[8]Higher Education Act, Chapter 302, P. L. 1966. (All the descriptions of composition, duties, etc., that follow are summarized from this Act, unless otherwise cited.)

[9]Robert O. Berdahl, Statewide Coordination of Higher Education (Washington: American Council on Education, 1971), p. 20.

[10]New Jersey, Chapter 303, P. L. 1966.

[11]Master Plan, Number One, p. 35.

[12]Chambers, p. 168.

[13]Master Plan, Phase II, Chapter 4.

[14]Education Commission of the States, State Postsecondary Education Profiles Handbook, Report #80 (Denver, Colorado: National Center for Higher Education Management Systems, April 1976), p. 110.

COMPARATIVE ANALYSIS

by

All Contributors

As indicated in the introduction to this study, the major purpose has been to survey a variety of types of governance and coordination of higher education in practice in the United States. While the type for each state has been clearly indicated within the text of the study, it is appropriate to summarize the types that have been shown (these may be compared to categorizations in Berdahl and Zwingle):

Alabama - Coordinating-Advisory (Public Majority)

Florida - Consolidated Governing

Georgia - Consolidated Governing

Michigan - Coordinating-Advisory (Public Majority)

Mississippi - Consolidated Governing

New Jersey - Coordinating-Regulatory (Public Majority)

While the ancestors of some of the boards studied date back to the mid-nineteenth century or earlier, it is reasonable to conclude that earnest coordination of higher education is a twentieth century phenomenon. More specifically, most coordination and coordinating agencies have developed within the past quarter century.

Another comparison which lends itself to listing is the

comparison of segments of postsecondary education governed or coordinated:

	Universities	4-Yr. Sch.	Profess. Schools	Junior Colleges	Vocational	Private
Alabama	X	X	X	X	X	
Florida	X	X	X			
Georgia	X	X	X	X		
Michigan	X	X	X	X	X	
Mississippi	X	X	X			
New Jersey	X	X	X	X		X

A primary commonality among the states is in the degree to which the boards are representative of the general public, as opposed to institutionally-controlled boards. The most "democratic" of the boards is that of Michigan on which all eight members are elected by the people for eight-year staggered terms. All the other five boards are made up principally or wholly of lay members who are appointed by the Governor with the consent of the Senate. (Florida additionally requires approval of three of seven state Cabinet members.) The greatest institutional representation is on the board of New Jersey, where only six of fifteen voting members are ex officio institutional representatives. The terms of the board members range from six years in New Jersey to twelve years in Mississippi. These relatively long terms of office tend toward freeing the positions from political influence. This fact, however, lends more weight to the influence that an individual governor may have in the political-educational process by appointing members to terms which generally overlap several gubernatorial administrations.

Some differences among the states may be noted in consideration of their legal bases and their positions within the executive framework of state government. Three of the states -- Georgia, Michigan, and Mississippi -- have constitutionally created boards, and derive at least some of their powers from that constitutional base. This, of course, gives these boards some degree of permanency which transcends executive or legislative whims. The other three states' boards are statutorily based.

The Department of Higher Education of New Jersey, while controlled by a governor-appointed board, yet has cabinet level status as an executive department. The boards of the other five states function as independent boards of the governor.

The responsibilities of the boards regarding budgets are similar. Each board reviews the institutional budgets and recommends a consolidated budget to the appropriate authority. Each, with the exception of Michigan, has statutory authority for this responsibility. Michigan accomplishes this responsibility as a matter of policy.

The states with consolidated governing boards (Georgia, Florida, and Mississippi) and the state with the coordinating board, public majority, regulatory (New Jersey) exercise approval authority over programs. Alabama exercises program review and makes recommendations to the Governor and Legislature. In Michigan, program approval power, while exercised in the past, is currently under test

in the courts.

In the area of junior college governance, four of the boards studied have a direct relationship with the junior colleges. In Georgia, the junior colleges are part of the University System and are governed by the Board of Regents; there are no locally autonomous boards. In New Jersey, while there are locally elected boards, the county colleges come under the direct regulation of the Board of Higher Education; thus, the board has considerable powers in such areas as budget, program approval, policies, etc. Michigan has a separate State Board of Public Community and Junior Colleges, which is an arm of the State Board of Education and comes under its coordination. In Alabama, though the junior colleges are organizationally within the State Department of Education, they are loosely coordinated (advisory powers) by the Alabama Commission on Higher Education. In the other two states, Mississippi and Florida, the junior colleges have locally elected boards and come under the general supervision of the Division of Junior Colleges within the State Board of Education.

According to Higher Education in the States, 1975, the approximate sizes of the professional staffs of the three governing boards -- Florida, Georgia, and Mississippi -- were 43, 26, and 5 respectively. The relatively strong coordinating board of New Jersey was, by far, the largest with 71. Alabama has 12 staff members, and Michigan, the most populous state studied, had only 6 staff members.

The Executive Officers of the coordinating boards are in all cases appointed. This appointment is by the board in all states except New Jersey, where the Chancellor is appointed by the Board with the approval of the governor. The New Jersey and Mississippi appointees have specific terms of five and four years respectively; the others serve at the pleasure of the Board.

In terms of statewide planning for higher education, only two of the six state boards -- New Jersey and Michigan -- constitute the 1202 Commission for their respective states. It is interesting to note that the states which have the powerful governing boards -- Florida, Georgia, and Mississippi -- have separate 1202 Commissions. This phenomenon may be related to the fact that the more powerful governing boards seem to be representative of only a segment of post-secondary education. In Florida, the Board of Regents governs only the state colleges and universities, and has no relationship to Community Colleges, vocational schools, or private institutions. A similar situation exists in Mississippi. While the Georgia Board of Regents does control the junior colleges, it has no relationship with the vocational schools nor the private institutions. Since 1202 Commissions are required to be representative of, and plan for, all postsecondary education, the less powerful coordinating boards are more likely to meet these descriptions.

From the data examined, it is apparent that a definitive

synthesis is improbable. The major conclusion of this study is that this twentieth century phenomenon of higher education governance and coordination does not follow any definite, common pattern of organization, structure, or function; rather, each state examined has developed, or is evolving, a system of coordination and governance, much of which as been in response to federal pressure, which reflects the educational-political-economic climate within that particular state, and which seems to meet the needs of that state's unique environment.

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